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CONSTITUTIONAL REFORM IN MYSORE

REPORT OF DELIMITATION COMMITTEE 1940

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CONSTITUTIONAL REFORM IN MYSORE

REPORT

OF THE

DELIMITATION COMMITTEE

1940

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GOVERNMENT OF HIS HIGHNESS THE MAHARAJA OF MYSORE.

GENERAL AND REVENUE DEPARTMENTS.

G. O. No. Rl. 1410-84—R. A. 32-39-1, dated 5th April 1940.

Delimitation Committee.

Passes orders on the report of the ——.

READ—

Government Order No. 1849-900—C. B. 58-39-1, dated 6th November 1939, passing orders on the report of the Committee on Constitutional Reform in Mysore.

2. Government Order No. 2182-91—C. B. 58-39-3, dated 17th November 1939, appointing a Committee for the purpose of submitting recommendations regarding the delimitation of constituencies for the seats reserved for certain special interests and minority communities in the Representative Assembly and the Legislative Council.

3. Letter dated 30th January 1940, from the Chairman of the Delimitation Committee submitting the Report of the Committee.

ORDER NO. RL. 1410-84—R. A. 32-39-1, DATED BANGALORE, THE 5TH APRIL 1940.

Appointment of the Committee and its terms of reference.

Government were pleased to appoint in Order No. 2182-91—C. B. 58-39-3, dated 17th November 1939, a Special Committee consisting of five non-official members with *Rajasevasakta* S. Hiriannaiya as Chairman, for the purpose of making recommendations regarding the delimitation of constituencies for the seats reserved for certain special interests and minority communities in the Representative Assembly and the Legislative Council. The Committee was required to formulate specific proposals with regard to—

(*a*) the nature and location of the constituencies to be established for the return of representatives of all special interests to which seats have been allotted in the Representative Assembly and the Legislative Council, other than Muslim and Depressed Class women in the Representative Assembly, and the University in the Representative Assembly and the Legislative Council;

(*b*) the qualifications of voters, the conduct of elections and the qualifications necessary for candidature for all special interests in both the Chambers other than women and the University;

(*c*) the delimitation of constituencies for the seats for Muslims, Depressed Classes and Indian Christians in the Representative Assembly and the Legislative Council; and

(*d*) the extent to which the franchise qualifications could be reduced in the case of Depressed Classes, *viz.*, Adikarnatakas, Adidravidas, Lambanis (Banajaras), Voddas, Korachas, Koramas, Hill

Tribes and Animists, in order to secure the enfranchisement in these classes of approximately the same percentage of population as is enfranchised among caste Hindus.

The Committee's Report.

2. The Committee submitted its report to Government on 30th January 1940. The Committee invited the views of important associations and other organised bodies representing minority communities and special interests, examined seventy-eight witnesses, and collected statistical data on matters falling within the scope of its terms of reference. The Report of the Committee, which is based on a careful consideration of the material thus collected by it, has been of great value to Government in enabling them to arrive at a decision on the outstanding problems connected with the Constitutional Reforms. Government desire to place on record their appreciation of the thoroughness with which the Chairman and the members of the Committee addressed themselves to their task.

Muslims.

3. In formulating its proposals for the delimitation of constituencies for the seats reserved for Muslims, the Committee has proceeded on the principle of population, deviating from it in a few individual cases where the weight of special factors justified such deviation. The proposals made by the Committee in this behalf for the five seats reserved for this community in the Legislative Council and the thirty seats in the Representative Assembly are accepted by Government, and they are accordingly pleased to direct that the Muslim constituencies for the two Chambers and the number of seats in each constituency should be as specified in Appendix I.

Depressed Classes.

4. The Committee has proposed that the four seats reserved for the Depressed Classes in the Legislative Council should be filled by the nine districts in rotation, with a view to securing an opportunity to the Depressed Classes in all the districts to elect their representatives to the Council. This proposal is agreed to by Government, and accordingly, three of the four seats will be held in rotation by two groups of districts, *viz.*, (*a*) Mysore, Bangalore and Tumkur, and (*b*) Mandya, Kolar and Chitaldrug, each district in the group being allotted one seat. The remaining seat will be held in rotation by the districts of Shimoga, Kadur and Hassan. For the first term, the districts in group (*a*) and the Shimoga district will hold the four seats as suggested by the Committee.

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In the case of the Representative Assembly, four of the thirty Depressed Class seats will be reserved, as recommended by the Committee, to the following minor communities to be filled by election by associations recognised by Government, the rules governing the recognition of associations being the same as at present.--

Korachas and Koramas	...	One seat.
Lambanies ...	...	Two seats.
Voddas ...	...	One seat.

The remaining twenty-six seats will be located in the general constituencies proposed by the Committee as specified in Appendix II.

In regard to the extent to which the standard franchise qualifications may be reduced in the case of the Depressed Classes, the Committee has recommended that for the Representative Assembly the qualifying limit of assessment to land revenue may be reduced to Rs. 2, village panchayet and municipal taxes to Re. 0-8-0 and municipal taxes in the cities to Rs. 1-8-0. For the Legislative Council, it is proposed that the qualifying limit of assessment to land revenue may be reduced to Rs. 4, village panchayet and municipal taxes to Re. 1 and municipal taxes in the cities to Rs. 1-8-0.

Government accept these recommendations with the modification that the minimum assessment under village panchayet and municipal taxes may be fixed as noted in the margin.

Legislative Council.
Village Panchayets and Municipalities Rs. 3

Representative Assembly.
Village Panchayets, Minor and Town Municipalities Rs. 2
City Municipalities Rs. 3

Government further accept the modifications suggested by the Committee in the case of the Depressed Classes in the standard qualifications prescribed by Government Order No. 1849-900—C. B. 58-39-1, dated 6th November 1939, for candidature to the two Chambers, *viz.*, that the literary qualification in the case of the Depressed Class candidates should, in the absence of any other qualification, be a pass in the Secondary School Leaving Certificate Examination for the Representative Assembly, and that an elector of the Depressed Classes may stand as a candidate for any Depressed Class seat in a district.

Indian Christians.

5. The proposal of the Committee that the entire State may be formed into a single multi-member constituency for the five seats reserved for the Indian Christian

Community in the Assembly is accepted by Government. These seats will be filled by means of the cumulative vote so as to enable both sections of the community, *viz.*, Roman Catholics and Protestants, to return representatives in proportion to their respective voting strength. Similarly, the entire State will form a single constituency for the one seat reserved for the community in the Legislative Council.

Women.

6. Under the Reforms sanctioned in Government Order No. 1849-900—C. B. 58-39-1, dated 6th November 1939, the strength of the Assembly was fixed at 310, of which 300 seats were to be filled by election and the remaining 10 seats by nomination by Government for special purposes. Of the elected seats, 11 seats were directed to be reserved for women as a special interest, and of these, one seat was assigned to Muslim women and one seat to Depressed Class women, the cities of Bangalore and Mysore forming a single constituency for these two seats. Election for the remaining nine seats for women was directed to be through specially formed associations in each district, except in the cities of Bangalore and Mysore where women had chances of getting elected through the general electorates.

The Committee has recommended that the nine general seats for women should be allotted to the nine districts, one to each, and has suggested certain terms and conditions for the recognition of women's associations in the districts for purposes of election. Government, however, consider that the acceptance of these proposals would make the electoral machinery somewhat complicated and that there would be no uniformity in the method of election for the women's seats. Government further consider that it is not desirable to introduce communal electorates for what are essentially seats reserved for a special interest. They therefore direct, in modification of the Government Order No. 1849-900—C. B. 58-39-1, dated 6th November 1939, that nine of the 11 women's seats should be allotted to the nine districts, one to each district, to be filled by women voters of all communities in the district, the qualifications for the vote being the same as those prescribed for women voters in territorial constituencies. The remaining two seats will be held in reserve by Government for giving representation to Muslim and Depressed Class women by nomination, if no women of

those two communities are returned by election. The Assembly will thus consist of 298 elected members and 12 nominated members.

The proposals of the Committee in regard to the two seats reserved for women in the Legislative Council are accepted by Government. One seat each will be allotted to the cities of Bangalore and Mysore to be filled by election by women voters of all communities in the two cities, the qualifications for voters being the same as those prescribed for women voters in territorial constituencies.

Trade and Commerce.

7. The seat reserved for Trade and Commerce on the Legislative Council will, as recommended by the Committee, be allotted to the Chamber of Commerce. The Committee recommends that only such members of the Chamber (whether individuals, firms, Hindu joint families or corporations) as satisfying the following conditions should be given the vote:—

(i) the voter should be actively engaged in trade, commerce or industry and should either reside or have a place of business within the State excluding the Civil and Military Station;

(ii) the voter should have been a member of the Chamber for at least one year before the date of election and paid the subscription accrued due before the end of the previous financial year;

(iii) the voter, if a firm or individual or Hindu joint family, should have been assessed to income-tax on income derived from trade, commerce or industry in any one of the five income-tax years before the preparation of the electoral roll;

(iv) a Government official representing a Government concern in the Chamber should not be eligible to vote.

Government accept these recommendations.

These qualifications will not be applicable to associations affiliated to the Chamber. Such associations will be eligible to vote if they are situated within the State excluding the Civil and Military Station and each of them will have only one vote in its corporate capacity.

The constituency for the one seat reserved for Trade and Commerce in the Representative Assembly will be the Chamber of Commerce as well as its affiliated associations situated within the State exclusive of the Civil and

Military Station, as recommended by the Committee. The qualifications for admission to the electorate will be the same as those for admission to the electorate for the Trade and Commerce constituency for the Legislative Council. Affiliated associations, however, will have no vote in their corporate capacity, but members of such bodies will be qualified to vote in their own right if they are otherwise qualified. A person who is a member of two or more affiliated associations as well as of the Chamber will be qualified to be enrolled in the electoral roll of such one only of the associations or the Chamber as he may elect.

As regards the question as to who should be taken as entitled to vote in cases where the elector is not an individual, but a firm, Hindu joint family, corporation or similar group of persons, the Committee suggests that the rules governing this matter in British India should be adopted.

Government accept this recommendation.

Industries.

8. Two seats have been allotted in the Representative Assembly for Industries under the Reforms. The Committee proposes that one of these seats should be reserved for the textile industry, and the other for industries other than textiles.

This proposal, however, involves the clubbing together in a single constituency of large industrial establishments with a number of small factories, with which they may not have much of community of interests. In such a constituency, the larger concerns would not have a fair chance of having their representative elected. Further, the constituencies suggested by the Committee are limited to industrial concerns situated in the cities of Bangalore and Mysore, and Mandya, Bhadravati and Davangere Towns, and a large number of concerns situated in other parts of the State are left out.

Government consider that opportunity should be given to all industrial concerns in the State, which come under the purview of the Factories Act, of participating in the election of the representatives for Industries. They, therefore, direct that one seat be allotted to all factories in the State employing one hundred or more workers, and that the other seat be allotted to factories employing less than one hundred workers, and that industrial concerns owned by Government be excluded.

The electorate in the two constituencies will, as proposed by the Committee, consist of proprietors of qualifying factories, if such factories are owned by individuals, and in the case of factories owned by corporations, firms or Hindu joint families, representatives duly nominated in that behalf as in the case of the Trade and Commerce constituency. Every voter will be qualified to stand as a candidate.

The Committee further proposes that in view of the large part played by the handloom industry in the State and its importance in rural economy, a representative of handloom industry may be nominated by the Government for one of the ten seats reserved in the Assembly for nomination for special purposes. Government will take this recommendation into consideration when nominations are made to the Representative Assembly.

Labour.

9. Labour is given a representation of two in the Legislative Council and three in the Representative Assembly. Accepting the proposal of the Committee, Government direct that the constituencies for these seats be as follows:—

1. LEGISLATIVE COUNCIL.

(*a*) Factories situated in Bangalore City and Kolar Gold Field and employing not less than 100 workers, and the Mines in the Kolar Gold Field. ...	One.
(*b*) Factories situated in Mysore City and Mandya and Bhadravati Towns and employing not less than 100 workers. ...	One

2. REPRESENTATIVE ASSEMBLY.

(*a*) Factories situated in Bangalore City and employing not less than 100 workers. ...	One.
(*b*) Factories situated in Mysore City and Mandya and Bhadravati Towns. ...	One.
(*c*) Labour employed in the factories and mines in Kolar Gold Field. ...	One.

The qualifications of persons entitled to vote in these constituencies for the Legislative Council, according to the proposals of the Committee, are to be employment in qualifying factories or mines for a period of not less than 180 days, whether continuous or not, in each of the three years previous to the date of the election on a remuneration at the rate of not less than Rs. 25 per month in

the case of men, and Rs. 20 in the case of women, but not exceeding in both cases Rs. 150 a month.

In the case of the Representative Assembly, the qualification is to be the same with the difference that the rate of remuneration in the case of men is to be not less than Rs. 15 per month and in the case of women not less than Rs. 10. It is suggested that persons employed in a clerical, supervisory, recruiting or administrative capacity should be excluded. Government accept these recommendations.

The Committee proposes a higher qualification for candidates both in regard to the period of employment as well as the receipt of remuneration. Government however consider it undesirable to restrict the choice of an elector by prescribing a higher qualification for candidates. They accordingly direct that every elector should be eligible to stand for election.

Co-operation and Banking.

10. Co-operation and Banking was given one seat in the Representative Assembly under the Reforms. The Committee proposes that as the interests of co-operation and banking are somewhat conflicting, the two interests may be separated and the seat allotted to Co-operation. Government accept this recommendation and direct that, as suggested by the Committee, the Mysore Co-operative Institute shall be the constituency for the Co-operation seat, the vote being confined only to such Co-operative Societies as are members of the Institute. Banking will, if possible, be represented by nomination until a suitable constituency is organised for that interest in the form of a bankers' association.

Planting.

11. Two seats are reserved for Planting, one for Indian and the other for European Planting in the Representative Assembly and also in the Legislative Council. These seats will, as recommended by the Committee, be filled by direct election respectively by European and Indian proprietors owning a minimum of 50 acres of land assessed to coffee assessment in the case of the Legislative Council, and a minimum of 20 acres for the Representative Assembly. Every voter will be qualified to stand for election.

Mining.

12. The Gold Mining seat in the Assembly and the Mining seat in the Legislative Council will be allotted to the Kolar Gold Field Mining Board to be filled by election by members of the Board as suggested by the Committee.

13. There are a few minor suggestions which the Committee have made in regard to some of the constituencies. It is suggested that in cases where the representatives are to be returned by associations, the election should be conducted by Government through its own officers and that the Registering and the Returning Officers should be Government servants. This recommendation is accepted by Government as also the recommendation of the Committee that the system of voting for the Trade and Commerce, Industries and Co-operation constituencies should be by post. In the case of the European and Indian Planting constituencies also, Government direct that postal voting should be adopted. Miscellaneous.

Government agree with the views of the Committee that the period of domicile entitling a person to claim to be a subject of His Highness the Maharaja for purposes of voting, which has been fixed at ten years, will prevent the inclusion of many persons in the electoral roll for Trade and Commerce, Industries and European Planting constituencies although such persons may otherwise be duly qualified. Government will, therefore, reserve power as recommended by the Committee to reduce the period of domicile in the case of electors and candidates in special constituencies to three years. Further, enrolment on the electoral roll for the Trade and Commerce and Industries constituencies will be on application by the person concerned for such enrolment.

Government further direct in this connection that the system of the cumulative vote may be adopted at elections in all multi-member constituencies as in some of the Provinces in British India, and that the law and procedure relating to the preparation, revision and publication of electoral rolls, the conduct of elections, election agents and expenses, corrupt practices and the decision of doubts and disputes in regard to the validity of elections may, as far as possible, be brought into line with that in British India.

H. V. NARAYANA RAO,
Secretary to Government,
Law Department.

APPENDIX I.

CONSTITUENCIES FOR MUSLIMS.

Legislative Council.

	Electorate	Seats allotted
1.	Bangalore District including Bangalore City ...	1
2.	Kadur and Shimoga districts	1
3.	Chitaldrug and Tumkur districts	1
4.	Mysore district including Mysore City, and Mandya and Hassan districts.	1
5.	Kolar district including Kolar Gold Field ...	1
	Total ...	5

CONSTITUENCIES FOR MUSLIMS.

Representative Assembly.

	Electorate	Seats allotted
	Bangalore District.	
1.	Bangalore City	2
2.	Bangalore and Closepet taluks	1
3.	Hoskote, Devanhalli and Anekal taluks, ...	1
4.	Dodballapur, Nelamangala and Magadi taluks ...	1
5.	Channapatna and Kankanhalli taluks ...	1
	Kolar District.	
6.	Kolar Gold Field Sanitary Board Area and Bowringpet taluk.	1
7.	Kolar and Malur taluks	1
8.	Mulbagal, Srinivaspur and Chintamani taluks	1
9.	Sidlaghatta, Chikballapur, Goribidnur and Bagepalli taluks and Gudibanda sub-taluk.	1
	Tumkur District.	
10.	Tumkur and Kunigal taluks	1
11.	Madhugiri, Kortagere, Sira and Pavagada taluks ...	1
12.	Gubbi, Tiptur, Chiknayakanhalli and Turuvekere taluks.	1

APPENDIX I—*concld.*

	Electorate	Seats allotted
	Mysore District.	
13.	Mysore City	2
14.	Mysore, Krishnarajnagar, Hunsur and Heggadevankote taluks and Periyapatna sub-taluk ...	1
15.	Gundlupet, Chamarajnagar, Nanjangud and T.-Narsipur taluks and Yelandur jahgir.	1
	Mandya District.	
16.	Seringapatam, French-Rocks, Krishnarajpet and Nagamangala taluks.	1
17.	Mandya, Malvalli and Maddur taluks ...	1
	Hassan District.	
18.	Hassan, Saklespur and Belur taluks and Alur sub-taluk.	1
19.	Arsikere, Channarayapatna, Hole-Narsipur and Arkalgud taluks.	1
	Shimoga District.	
20.	Shimoga and Bhadravati towns	1
21.	Shimoga and Tirthahalli taluks and Kumsi sub-taluk.	1
22.	Channagiri, Honnali and Shikarpur taluks ...	1
23.	Sagar, Nagar and Sorab taluks	1
	Kadur District.	
24.	Chikmagalur and Mudgere taluks	1
25.	Kadur, Tarikere and Koppa taluks, Narasimharajpur sub-taluk and Sringeri jahgir.	1
	Chitaldrug District.	
26.	Jagalur, Molakalmuru and Challakere taluks ...	1
27.	Chitaldrug, Hosdurga and Hiriyur taluks ...	1
28.	Davangere and Holalkere taluks and Harihar sub-taluk.	1
	Total	30

N.B.—Town municipal areas except Shimoga and Bhadravati are included in the respective taluks

APPENDIX II.

Constituencies for the Depressed Class Seats in the Representative Assembly.

	Constituency*	No. of Seats
	Bangalore District.	
1.	Bangalore City	1
2.	Hoskote rural	1
3.	Nelamangala rural	1
4.	Kankanhalli rural	1
	Kolar District.	
5.	Kolar rural	1
6.	Goribidnur rural	1
7.	K. G. F. Sanitary Board Area	1
	Tumkur District.	
8.	Tumkur rural	1
9.	Madhugiri rural	1
10.	Pavagada rural	1
	Mysore District.	
11.	Mysore City	1
12.	Chamarajnagar rural	1
13.	Nanjangud rural	1
14.	T.-Narsipur rural	1
	Chitaldrug District.	
15.	Chitaldrug rural	1
16.	Challakere rural	1
17.	Holalkere rural	1
	Mandya District.	
18.	Mandya rural	1
19.	Malvalli rural	1
	Hassan District.	
20.	Manjarabad rural	1
21.	Belur rural	1
	Shimoga District.	
22.	Shimoga rural	1
23.	Sorab rural	1
24.	Honnali rural	1
	Kadur District.	
25.	Chikmagalur rural	1
26.	Mudgere rural	1

* Town municipal areas are included in the respective Rural Constituencies

Rajasevasakta
S. HIRIANNAIYA, M.A., B.L.,
Chairman,
Delimitation Committee.

PUBLIC OFFICES,
Dated, Bangalore,
30th January 1940.

MY DEAR SIR,

I am submitting herewith the Report of the Committee appointed by Government for the delimitation of contituencies for the seats reserved for certain special interests and minority communities in the Representative Assembly and the Legislative Council. I am glad to say that on all essential points the Report is unanimous.

The Committee would wish to place on record their high appreciation of the services of the Secretary, Mr. M. K. Varadarajan, whose detailed knowledge of constitutional problems and procedure was of great value and help to them. The staff deputed for duty under the Committee worked with interest, zeal and efficiency.

Yours sincerely,
S. HIRIANNAIYA.

Amin-ul-Mulk
SIR MIRZA M. ISMAIL, K.C.I.E., O.B.E.,
Dewan of Mysore, Bangalore.

CONSTITUTIONAL REFORM IN MYSORE

REPORT

OF THE

DELIMITATION COMMITTEE

CHAPTER I.

Introductory.

The Committee on Constitutional Reform in Mysore recommended the appointment of a Special Committee for the purpose of making recommendations regarding the delimitation of constituencies for the seats reserved for certain special interests and minority communities in the Representative Assembly and the Legislative Council. The Government accepted the recommendation, and accordingly this Committee was appointed by them in their Order No. 2182-91—C. B. 58-39-3, dated 17th November, 1939. The personnel of the Committee consisted of five non-officials as noted below, with *Rajasevasakta* S. Hiriannaiya as Chairman, and Mr. M. K. Varadarajan, Assistant Secretary to Government, as Secretary:—

1. Mr. J. Mahomed Imam, B.A., B.L., M.L.C.
2. *Lokasevaparayane* Sri K. D. Rukminiamma, B.A., M.R.A.
3. Dr. S. Paul Chinnappa, M.A., L.T., PH.D.
4. Mr. R. Chennigaramiah, M.L.C.
5. Mr. T. Ramachandra, M.L.C.

2. The Committee was required to formulate specific proposals with regard to:—

(*a*) the nature and location of the constituencies to be established for the return of representatives of all special interests to which seats have been allotted in the

Representative Assembly and the Legislative Council, other than Muslim and Harijan women in the Representative Assembly, and the University in the Representative Assembly and the Legislative Council;

(*b*) the qualifications of voters, the conduct of elections, and the qualifications necessary for candidature, for all special interests in both the Chambers other than Women and the University;

(*c*) the delimitation of constituencies for the seats reserved for Muslims, Depressed Classes and Indian Christians in the Representative Assembly and the Legislative Council; and

(*d*) the extent to which the franchise qualifications could be reduced in the case of the Depressed Classes, *viz.*, Adikarnatakas, Adidravidas, Lambanis (Banajaras), Voddas, Korachas, Koramas, Hill Tribes and Animists, in order to secure the enfranchisement in those Classes of approximately the same percentage of population as is enfranchised among caste Hindus.

3. The first meeting of the Committee was held ten days after its appointment, *viz.*, on the 27th November, 1939. Immediately after the appointment of the Committee and before the Committee met, the Secretary, under instructions from the Chairman, issued circular letters to important associations and other organised bodies representing minority communities and the special interests, and leading merchants and industrialists, inviting their opinion on the nature and location of the constituencies to be established for the minorities and the special interests. At the first meeting of the Committee, the procedure to be followed was settled. The two following sessions were devoted to the examination of witnesses, with the exception of one day when certain matters falling within the scope of the terms of reference were discussed, and tentative decisions on them arrived at. At the fourth session, we devoted one day for the examination of the remaining witnesses, and the following days for the discussion and final decision of the questions referred to us. The two following sessions were spent on the consideration and adoption of the draft Report.

4. The Committee thus held six sessions covering in all fifteen days. Nearly seventy memoranda were

received from important associations and individuals in response to the circular letters sent out by us. Seventy-eight witnesses, whose names are given in Appendix I, were examined by us. The statistical data required by us, *viz.*, the probable number of voters under the Reforms among caste Hindus and Depressed Classes, for enabling us to reach a decision on the important question of the franchise qualifications to be prescribed for the Depressed Classes was obtained by Government from the Deputy Commissioners and made available to us. We also freely indented upon the aid of the Deputy Commissioners for the collection of information on several matters of importance.

5. The three-fold material thus collected by us in the shape of memoranda, evidence of witnesses and information supplied by the Deputy Commissioners has been of great help and value to us. Important points emerging from this material are referred to in their due context in this Report. The main principles which have guided us in formulating our proposals are discussed in the following paragraphs of this chapter.

6. Our principal aim was to ensure that a maximum number of qualified voters participated in the elections, and that the candidates had all reasonable facilities in establishing contact with them. To this end, we have endeavoured to make the constituencies compact and of reasonable size. For the minority communities we have proposed territorial constituencies, except in the case of Lambanis and other sub-sects falling under the category of Depressed Classes, for whom we have recommended associational representation. We are aware that representation through associations is by no means popular, and we agree with the observations of the Committee on Constitutional Reform that the experience of the last fifteen years has not justified its continuance. But in the case of the backward tribes referred to above who are scattered in small numbers all over the State, we see no other alternative solution. In the case of the Muslims, we have had to group together districts for representation on the Legislative Council, and taluks for the Representative Assembly. For Indian Christians we have, respecting the wishes of the majority of that community, proposed a single constituency for the whole State both for the Representative Assembly (Mr. Mahomed Imam

dissenting) and the Legislative Council with the device of cumulative voting in the case of elections to the former Chamber. In view of the smallness of the population of this community which is less than 60,000, this appears to us to be the only feasible solution.

7. As regards Depressed Classes, we were compelled to have recourse to the system of rotation--objectionable though it may be on some grounds—for the four seats assigned to them on the Legislative Council, as otherwise five out of the nine districts would be permanently deprived of representation. In view of the educational and economic backwardness of the members of this community, grouping of districts, as in the case of Muslims, seems out of the question, as the candidates will not be in a position to incur the expenditure incidental to canvassing over a wide area. For the 30 seats on the Representative Assembly, we have suggested election through associations for four seats, and for the remaining 26 seats we have grouped together taluks in which the population of this community is strongest. We regret that many taluks will go without representation altogether though, of course, the voters in these areas will exercise their franchise in the general constituencies. But this is inevitable, as we cannot think of any solution which would enable voters throughout the State to vote in special constituencies of reasonable size and proportion. Even the system of rotation which we have recommended in the case of elections to the Legislative Council does not seem practicable for elections to the Assembly, and we have therefore had to abandon it.

8. Among special interests, we have recommended representation through associations for Trade and Commerce in the Legislative Council as well as in the Representative Assembly, for women in the case of elections to the Representative Assembly from the districts and for Co-operation.

9. Another principle which we have observed is to discountenance representations for the statutory recognition of sub-divisions in a community like Roman Catholics and Protestants among the Christians and the '*Yedagai* and *Balagai*' among the Depressed Classes. While we have not recommended separate representation

for these sub-communities though asked for by some of the witnesses, we have taken care in devising constituencies that in practice each important sub-community gets a chance of returning a member. We have also borne in mind the special needs of *Malnad* areas. Owing to the density of population, and concentration of important industries in the *Maidan* districts, some of them receive very large representation both in the Representative Assembly and the Legislative Council. In two instances, namely, the Muslim and the Depressed Class representation in the Representative Assembly, we have assigned one more seat to the *Malnad* districts than is strictly justified by their population, taking it out of the *Maidan* districts which even otherwise would have, in our opinion, adequate representation.

10. The seats for which we have to suggest constituencies, broadly fall into two classes according to the nature of the constituencies, *viz.*, those for which the constituencies are to be territorial and those for which the constituencies are to be special. The former class includes the seats reserved for Muslims, Depressed Classes and Indian Christians, and to the latter class belong the seats reserved for the special interests. For the delimitation of territorial constituencies, we have, as a rule, taken population as the basis of our proposals, as it seems to us the only reasonable criterion to be applied in deciding between conflicting claims of individual areas. We have, however, deviated from this principle in a few cases where the weight of special factors such as voting strength, contiguity of areas proposed to be grouped, and the need of special treatment in the case of the *Malnad* and the like justified deviation. We have also borne in mind the need of basing our proposals, as far as possible, on administrative units like the district, the sub-division and the taluk, with a view to facilitating the preparation of the electoral rolls and the conduct of elections.

11. We propose for the five Muslim seats in the Legislative Council the division of the entire State into five single member constituencies consisting of one or more districts with a minimum population of about 74,000. In the case of the Representative Assembly, we allot one seat each to the two cities of Bangalore and Mysore and

one seat to Shimoga and Bhadravati towns, and for the remaining 25 seats we divide the remainder of the State into 25 single member constituencies consisting of two or more taluks with a population of about 12,000. We have considered in this connection the possibility of creating one or more plural member constituencies, but it appears to us that such a device, which is intended purely to secure representation for minorities in a constituency, is not called for in the case of a compact and homogeneous social group like the Muslims, with no marked sub-divisions within the community. A system of joint election with caste Hindus has been prescribed, under the Reforms, for the Depressed Classes. Such a system seems to require the formation of constituencies reserved for these classes so as to coincide with general constituencies. Accordingly, following the practice which prevails in British India, we propose the location of 26 of the Depressed Class seats in the Assembly in such of the general constituencies as contain the largest population of these classes. As regards Indian Christian seats, we propose that the entire State should be treated as a single multi-member constituency for the five seats in the Assembly which may be filled by means of the cumulative vote, so as to enable both sections of the community—the Roman Catholic and the Protestant—to return representatives in proportion to their respective population. It is inevitable that for the one seat allotted to this community in the Legislative Council the entire State should form a single constituency.

12. As regards constituencies for special interests, we believe that the representation accorded to Trade and Commerce and Industry is, as pointed out by the Indian Franchise Committee, functional in nature, that is to say, that it is intended to make available expert and technical knowledge in the legislature, in order that it may be better equipped to deal with economic issues, which are assuming increasing importance under modern conditions. We think that the presence of persons qualified to speak with knowledge and experience on such issues could be secured, as has been done in British India, only by election through associations and other organised bodies formed for the furtherance of the interests. For, as pointed out by the Indian Delimitation Committee in paragraph 424 of their Report: "It is only by election through associations that the return of men of weight

qualified to give expert advice on intricate commercial and industrial questions can be secured, for an organised body can focus commercial opinion, and a member returned by such a body represents the corporate and collective view of the commercial community. Moreover, the member that is returned is sent to the legislature with a mandate from an authority which remains competent to enforce it." We are in full agreement with these views, and we accordingly propose associations of stability and importance as constituencies for the return of representatives for the seats reserved for the special interests.

13. Under our proposals, the Mysore Chamber of Commerce and its affiliated associations, the Kolar Gold Field Mining Board and the Mysore Co-operative Institute will be the constituencies for the seats reserved respectively for Trade and Commerce, Gold Mining and Co-operation. In regard to Industries, however, in respect of which there is no recognised association focussing its opinion, we propose for one of the seats allotted to this interest in the Assembly a special constituency consisting of all factories engaged in the textile industry and situated in the cities of Bangalore and Mysore, and Davangere town, and for the other seat all factories engaged in industries other than textile and situated in the cities of Bangalore and Mysore, and Mandya, Bhadravati and Davangere towns. Similarly as regards Labour, which has also no recognised organisations, we propose special constituencies consisting of labour employed in factories employing a labour force of one hundred and above and situated in the five industrial centres in the State, *viz.*, Kolar Gold Field, the cities of Bangalore and Mysore and the towns of Bhadravati and Mandya.

14. In the associations which under our proposals will be treated as constituencies, we understand, that mere membership qualifies for the vote at present, and that all the members of the association are entitled to participate in the election. We think for the reasons detailed in chapter III of this Report, this grave anomaly of conferring the vote in a special constituency on all persons indiscriminately irrespective of their special qualification to exercise the vote should be ended. We have suggested certain qualifications in addition to

membership, for ensuring that the vote is given only to such members as are genuinely connected with the interest concerned.

15. These qualifications which restrict admission to the electorate necessitate in our opinion an important change in the existing electoral procedure. We understand that associations are at present allowed to conduct their own elections. We propose that in future the election should be conducted by Government through its own officers, and that the registering and returning officers should be Government servants. As stated by the Government of Bombay in its memorandum to the Indian Delimitation Committee—"If the Committee's suggestion to prescribe additional franchise qualifications with a view to restrict the electorate in these constituencies to certain classes of members is adopted, it appears desirable that the registering and returning officers should be Government servants so as to ensure that the restrictions are duly enforced by the authorities responsible for the preparation of the rolls and the conduct of elections."—

16. We suggest another important change in the existing electoral procedure, with a view to ensuring that the representative is returned by the maximum number of voters that are qualified to take part in the elections. We learn that the election is generally held in the place where the association is situated, for instance, at Bangalore in the case of the Mysore Chamber of Commerce. This means that members of the association living in the districts will have to come to the place where the association is situated for casting their vote. This practice seems to us practically to shut out members residing elsewhere from exercising their franchise, unless they are prepared to undergo the physical inconvenience and incur the expenditure entailed by a journey to the place of election. It seems to us essential that in the case of constituencies of this kind, the electors of which are found scattered in all parts of the State, some method should be devised for enabling them to exercise their franchise from their usual place of residence. We therefore propose the adoption of postal voting in such cases.

17. We have received a number of representations some of which it was outside our powers to deal with, for

example, the request that the number of seats reserved for women and certain special interests should be increased, that separate electorates should be established for the *Yedagai* and *Balagai* sects of the Depressed Classes and the like. Of such representations, we feel that we should bring to the notice of Government two which appear to us to be important. We consider that some provision should be made for the representation of the Handloom industry whose importance in rural economy is next only to agriculture and whose very existence is now threatened by foreign competition and local mill-made cloth. We propose also that the two interests of Co-operation and Banking should not be joined together as is now done under the Reforms, but that they may be separated and one independent seat given to each, as the aims and functions of the two interests are somewhat opposed to each other.

18. We suggest a slight relaxation of the rule in respect of domicile with regard to electors of certain constituencies. By the terms of the Government Order on Reforms, no person can be an elector or, candidate in any constituency unless he is a subject of His Highness the Maharaja by birth or domicile, and the period entitling a person to claim to be a subject of His Highness the Maharaja by domicile has been fixed at ten years. We think that the application of this rule will prevent the inclusion of many persons in the electoral roll for the constituencies for Trade and Commerce, Industries and European Planting, although such persons may otherwise be duly qualified and may have a large stake in the country. Similarly, in the case of the labour constituencies, the electorate would be much restricted in scope, as labour in Mysore is largely immigrant. We suggest therefore that power should be retained by Government to reduce the period of domicile in the case of electors to these constituencies to three years. Further, as the electorate in the Trade and Commerce and Industries constituencies consists of intelligent persons trained in business methods, and as it is not praticable for the registering officer to know beforehand whether any person possesses the income tax qualification suggested by us for the Trade and Commerce constituency, we recommend that enrolment for inclusion in the electoral roll for the two constituencies should be on application by the person concerned to the registering officer.

19. The above are in brief the main proposals and the principles on which they are based. We proceed to discuss and set out our proposals in detail in the following two chapters.

CHAPTER II.

Territorial Constituencies.

1. MUSLIMS.

STATISTICS.

Total Muslim population in the State 3,70,000

Seats in the Representative Assembly ... 30

Seats in the Legislative Council ... 5

Population per seat in the Representative Assembly ... 12,333

Population per seat in the Legislative Council 74,000

	Area in Sq. Miles.	*Muslim Population.*
Bangalore City	11·82	19,831
Mysore City	10	17,772
Kolar Gold Field	30	6,771
Bangalore District	2,922·41	60,276
Kolar District	3,161·16	58,760
Tumkur District	4,082·14	44,390
Chitaldrug District	4,149·12	36,841
Shimoga District	4,048·06	40,960
Mysore District	3,449·46	25,512
Mandya District	2,036·24	18,023
Hassan District	2,634·52	21,487
Kadur District	2,770·96	19,430

20. The Muslim community was guaranteed 18 seats in the Representative Assembly and two seats in the Legislative Council. In the event of the community not obtaining through the general electorate the required number of members, the return of such number of members as might be required to make up the guaranteed number was secured either by election through recognised associations or by nomination by Government. The community has now been given an enlarged representation of 30 seats in the Representative Assembly and five in the Legislative Council.

21. It has been suggested to us by a few Muslim associations that in the case of some at least of these seats the present system of election through associations may be continued. The Reforms Committee thought that this system should give place to direct election through territorial constituencies, as this would give a more representative character to the person elected and recommended its abolition. This recommendation has been accepted by Government, and the Muslim representatives are to be chosen, therefore, by election in territorial constituencies. The suggestion that the system of facultative representation should be revived has been strongly opposed by all the Muslim witnesses that appeared before us, on the ground that such representation almost invariably led to the creation of "pocket boroughs."

22. The total population of Muslims in the State according to the last Census is 3,70,000. The population per seat in the Representative Assembly will accordingly be 12,333, and in the Legislative Council 74,000. In formulating our proposals we have, as stated in an earlier part of our Report, taken population as the general basis. As regards constituencies for the seats in the Legislative Council, it is inevitable that there should be a grouping of two or more districts, as the number of seats reserved for Muslims is smaller than the number of districts. A list of the constituencies proposed by us is given in Appendix II.

23. It has been represented to us by the All-Mysore State Muslim League that one seat should be given to Bangalore city, and that the remaining four seats may be distributed among groups of two or three districts. The representative of the League as well as one prominent Muslim gentleman of Bangalore, who were invited by us, strongly spoke in support of this claim, and urged that the Mussalmans living in the city were more advanced in education and culture than their brethren in the other parts of the State, that the "cream of Muslim intellect" was concentrated in that city, and the city was therefore from all points of view best qualified to return one representative at least to the Legislative Council. It was further urged that the Muslim members nominated by Government to the

Legislative Council were being selected with very rare exceptions, for the past thirty years from Bangalore city, that the members thus chosen had represented the Muslims of all the eight districts in the past, and that there was no reason for depriving the city of a right which it had enjoyed so long.

24. All the other witnesses coming from the districts and Bangalore city alike, however, were practically unanimous in disputing this claim, and urged that on no account should preferential treatment be given to Bangalore City to the detriment of people living elsewhere. It has also been urged that even if no seat was given to Bangalore city, it would almost be certain that the representative who might be elected from the group in which Bangalore city was included, would come from the city as it contained educated and capable leaders in much larger numbers than the district, and that consequently if one seat was given exclusively to the city, it would in actual practice result in giving two representatives to the city.

25. In view of the strongly expressed views of the majority of the witnesses of the Muslim community and the limited number of seats available, we cannot concede the claim of the city for preferential treatment. The disparity in the Muslim population of Bangalore City which stands at 19,831 and the average population per Muslim seat in the Legislative Council, *viz.*, 74,000 seems to us to be too wide to be overlooked, even after taking full account of all the special factors which have been urged on behalf of Bangalore City. Further, if such preferential treatment is accorded to Bangalore City, it would be difficult to disregard the claims of the sister city, *viz.*, Mysore, for similar treatment, as the Muslim population of the two cities is nearly equal, and the distribution of what remains after satisfying the claims of the two cities cannot be effected without subjecting the Muslim population outside the two cities to wide and unwieldy constituencies extending over three districts. We must also point out that in the distribution of seats for the Representative Assembly, we have allotted two seats exclusively to each of the two cities.

26. We therefore propose that the distribution of seats may be as suggested below :—

(1) Bangalore district including Bangalore city.

(2) Kadur and Shimoga districts.

(3) Chitaldrug and Tumkur districts.

(4) Kolar Gold Field and Kolar district.

(5) Mysore district including Mysore city, Mandya and Hassan districts.

The population of each of the above groups will be more than 80,000, except those of (2) and (4). The population of (2) will be about 60,877, but the allotment of one seat to Kadur and Shimoga districts seems to us to be quite justified, in view of the fact that the two districts comprise the major portion of the *Malnad* area in the State. The population of (4) though falling short of the average population per seat by about 10,000 is by itself too large to be grouped with that of either of the two neighbouring districts of Bangalore and Tumkur.

27. As regards the 30 seats reserved in the Assembly, two may be given to each of the two cities of Bangalore and Mysore. The All-Mysore State Muslim League has suggested the allotment of two seats for Bangalore city and one seat for Mysore city. We are unable to agree with this suggestion, as it appears to us somewhat unfair to draw any distinction between the two cities in so important a matter as political representation and as the population of the two cities is nearly the same. The remaining 26 seats may be distributed among the nine districts on the basis of population. Four seats each may be given to Bangalore, Kolar and Shimoga districts ; three each to Tumkur and Chitaldrug districts, and two each to the remaining four districts. On the basis of population, Kolar district would be entitled to five seats and Shimoga to three. Having regard, however, to the fact that Kolar gets more than adequate representation in both the Chambers under various categories, we consider that there would be no hardship in reducing the number of seats for Kolar in the Assembly by one, and allotting this seat to Shimoga, thus increasing the representation of Shimoga from three to four. We think that such increased representation is called for in

the case of at least one of the *Malnad* districts. All the Muslim witnesses were agreeable to this suggestion. The details of the constituencies for the seats allotted to each district which happen to be in accordance with the views of the Deputy Commissioners are given in the paragraphs that follow.

28. *Bangalore district.*—Constituencies for the four seats allotted to this district may be formed of the taluks of (*a*) Bangalore (excluding the city) and Closepet, (*b*) Hoskote, Devanhalli and Anekal, (*c*) Dodballapur, Nelamangala and Magadi, and (*d*) Channapatna and Kankanhalli. The population of these groups will be 15,157, 13,533, 16,566 and 15,015, respectively.

29. *Mysore district.*—The taluks of Mysore (excluding the city), Krishnarajanagar, Hunsur and Heggaddevankote and Periapatna sub-taluk may be formed into a constituency for one of the seats given to this district, and the taluks of Gundlupet, Chamarajanagar, Nanjangud, T.-Narsipur with Yelandur jaghir into another for the other seat. The population of the two constituencies will be nearly equal, that of the first being 12,340, and of the second 14,192. We are informed that it is difficult to say if the number of voters in the two constituencies will be in the same proportion, but on administrative grounds, it has been urged by the Deputy Commissioner that there can be no doubt that the grouping of the taluks, as suggested above, according to the revenue sub-divisions, would be the best.

30. *Kolar district.*—Of the four seats allotted to this district, it has been suggested to us that Kolar Gold Field Sanitary Board area should be given one seat as the Muslim population there is 6,771, and the remaining seats distributed among groups of taluks. The Deputy Commissioner, however, reports that the population in the Kolar Gold Field consists mostly of wage-earners and a very few contractors coming from outside the district, mostly from Vaniambadi, and that the number of voters there does not, therefore, justify the allotment of one seat. Muslims having any stake in the country are, it appears, residents of Bowringpet taluk mostly. It has been accordingly suggested, and we agree, that the Kolar Gold Field Sanitary Board area and Bowringpet taluk

may form one constituency. The second group will consist of Kolar and Malur taluks which are adjacent to each other; the Muslim population of this group will be 15,997. The third group will comprise of Mulbagal, Srinivaspur and Chintamani taluks with a total Muslim population of 19,775. The fourth group will consist of the taluks of Sidlaghatta, Chikballapur, Goribidnur and Bagepalli and Gudibanda sub-taluk. These taluks constitute the major part of a revenue sub-division at present. The Muslim population of this group will work up to a total of 16,939.

31. *Tumkur district.*—It appears to us that the most natural and convenient grouping of the taluks in this district would be that of the present revenue sub-divisions, *viz.*, (*a*) Tumkur and Kunigal, (*b*) Madhugiri, Koratagere Sira and Pavagada and (*c*) Gubbi, Tiptur, Chiknaikanhalli and Turuvekere. The population of the three groups will be 18,197, 13,211 and 12,984. We are informed by the Deputy Commissioner, that the number of Muslim voters in the latter two groups will be about the same. The number of voters in the first group comprising Tumkur and Kunigal will be somewhat higher, but each of the taluks is not big enough to be made into a constituency by itself, and by their situation this grouping is justified.

32. *Chitaldrug district.*—The taluks of Jagalur, Molakalmuru and Challakere may be formed into one constituency; the taluks of Chitaldrug, Hosdurga and Hiriyur into another, and the taluks of Davangere and Holalkere and Harihar sub-taluk forming the third, for the return of the three representatives from this district. The Muslim population of these three constituencies will be 10,123, 14,385 and 13,976, respectively.

33. *Shimoga district.*—Shimoga and Bhadravati towns may be given one seat, and Shimoga taluk with Kumsi sub-taluk and Thirthahalli taluk may be grouped together and given another seat. The taluks of Channagiri, Honnali and Shikarpur may be formed into one group, and the taluks of Sagar, Nagar and Sorab into another, each group being given one seat. The number of Muslims in these four groups will be 4,600, 12,300, 17,700 and 7,300, respectively.

34. *Kadur district.*—We propose that Chikmagalur and Mudgere taluks may be formed into one constituency, the remaining taluks, *viz.*, Kadur, Tarikere, Koppa, Narasimharajapura sub-taluk and Sringeri jaghir forming the other. Each constituency will return one member. The Muslim population of the first will be 9,108, and of the second 10,322, and the two constituencies will coincide with the existing revenue sub-divisions.

35. *Hassan district.*—Hassan, Saklespur and Belur taluks and Alur sub-taluk may be clubbed together to form one constituency, and the remaining four taluks, namely, Arsikere, Channarayapatna, Hole-Narsipur and Arkalgud into another. The population of the two groups will be 10,214 and 11,273, respectively. The grouping of the taluks according to revenue sub-divisions will result in great disparity of population between them, that of the one sub-division being 7,115 and of the other 14,372. We, therefore, think that the grouping suggested by us, which is agreed to by the Deputy Commissioner, is better. It is also more convenient to candidates.

36. *Mandya district.*—We propose that the grouping in this district should consist of (*a*) the taluks of Seringapatam, French-Rocks, Krishnarajapet and Nagamangala, and (*b*) the taluks of Mandya, Malvalli and Maddur. The Muslim population of the first group is approximately 10,650, and that of the second 8,363. We are told that it is likely that the number of voters in both the groups will be approximately the same, although there is a disparity in the population, since Mandya town and the Irwin Canal area, the Bluff and Shimshapur are included in the second group. From the administrative point of view also, we are told, that this arrangement is more convenient as the taluks now selected for each group belong to the same sub-division.

2. DEPRESSED CLASSES.

37. The term "Depressed Classes" is applied in Mysore not merely to "untouchables," that is to say, those who are supposed to cause pollution by touch or approach, but to certain other communities also which though not absolutely outside the pale of caste, are extremely backward and poor, such as criminal and wandering tribes and aboriginal tribes. These Classes had hitherto six representatives on the Assembly, who were either nominated by Government or elected by associations, and one nominated representative on the Legislative Council. The representation of these Classes has been enlarged under the Reforms. They are given 30 seats in the Representative Assembly and four in the Legislative Council.

38. Some of the witnesses belonging to the Depressed Classes urged before us the need of defining this term and of confining it purely to "untouchables." In British India, we believe, that as a result of the recommendation of the Indian Franchise Committee the term "Depressed Classes" is applied only to "untouchables." Here in Mysore, the Depressed Classes include Adikarnatakas, Adidravidas, Lambanis, Voddas, Korachas, Koramas, Hill-Tribes and Animists. Our terms of reference do not require us to give a definition of the expression "Depressed Classes" and the Government Order appointing this Committee specifically mentions all the communities mentioned above as being included in the term "Depressed Classes," and we therefore proceed on the basis that our proposals are to be applicable to all those communities.

39. It has been advocated by some of the witnesses belonging to the Depressed Classes as well as by one caste Hindu witness that election to the Depressed Class seats both in the Representative Assembly and the Legislative Council should not be through general constituencies consisting of both caste Hindu voters and Depressed Class voters, but that it should be through electorates consisting of the latter class of voters alone. It has been urged that one of the fundamental principles of democracy and of all election was that there should be a close and intimate

contact between the constituency and the member, and that the introduction of joint election in the case of the Depressed Classes militated against this principle, as it was hardly possible for a Depressed Class candidate to maintain any contact with his constituency, or to canvass those by whose suffrages he was to be elected, since he could not, being an "untouchable," even approach them. Other witnesses have proceeded a step further and suggested separate election not merely for the Depressed Classes as such, but even for the sub-sects among them, as for instance, the *Yedagai* and the *Balagai* sections. It was urged that the seats allotted to the Depressed Classes in the two Houses should be distributed among the sub-sects on the basis of population or such other principle, and that election to those seats should be exclusively by those sub-sects.

40. These considerations were urged before the Reforms Committee, but they did not carry weight with that body. After a full consideration of the problem in all its aspects, the Committee came to the conclusion that a system of separate electorates would not be conducive to the interests of the Depressed Classes themselves who were neither different nor distinct from the Hindu stock, as it would tend to a further widening of the cleavage between those classes and caste Hindus, instead of bringing the two together into a closer union. The Committee recommended a system of joint election, which, in their opinion, while avoiding the evils attendant upon separate electorates, would secure to the Depressed Classes the return of members as truly representative of their interests as the members elected under such an electorate. This recommendation has been accepted by Government, and the question finally settled. We have accordingly to proceed on the basis that joint election is to govern the return of representatives for the Depressed Class seats and suggest constituencies for those seats.

41. One suggestion which has been made for the location of the constituencies for the four seats in the Legislative Council, is that following the method adopted in the case of the Muslim seats, four constituencies may be formed of the nine districts by the grouping together of two or more districts, and that one seat may be allotted to each group. This suggestion in our opinion overlooks

the essential difference between the nature of the electorate prescribed for the two classes of seats, *viz.*, Muslim and Depressed Class seats. A system of joint electorates, as pointed out above, is to govern election to Depressed Class seats, while the system of separate election is to prevail in the case of the Muslim seats. It follows therefore that while a member of the Depressed Classes in a general constituency to which no Depressed Class seat is specifically allotted, will have a vote in the general electorate, a Muslim living in an area to which no Muslim seat is allotted will have no vote whatsoever. Consequently, it becomes essential in the case of the Muslims, that the entire State should be divided into territorial constituencies, so as to give the vote to all the Mussalmans in the State. The system of joint electorates on the other hand requires the location of the seats reserved for the Depressed Classes in general constituencies. The suggestion under consideration runs counter to this principle, and its adoption would result in the superimposition of four special depressed class constituencies over the nine general constituencies.

42. There are eleven general constituencies under the Reforms for the Legislative Council, *viz.*, the nine districts and the two cities of Bangalore and Mysore. We do not propose to allot any seats to either of the two cities, for the Depressed Class population there is limited, while the allocation of the same seats to the districts would secure the return of representatives on a wider basis. On the basis of population, the district of Bangalore, with a Depressed Class population of 2,13,400 ranks first among all the districts. Next come the districts of Kolar and Mysore with 2,09,700 and 1,58,800 respectively, and Tumkur which has 1,45,900 comes fourth. If the four seats are allotted to these four districts on the basis of population, the Depressed Classes in the remaining five districts will have no chance of sending their representative to the Legislative Council. This would not be fair to those districts, and we therefore suggest that the four seats should be filled by the nine districts in rotation. We propose that of the four seats, three should be held in rotation by two groups of districts, *viz.*, (*a*) Mysore, Bangalore and Tumkur, and (*b*) Mandya, Kolar and Chitaldrug, each district in the two groups being allotted one seat. The remaining seat should be

held in rotation by Shimoga, Kadur and Hassan. For the first term the districts in group (*a*) with Shimoga district shall have the four seats.

43. Proceeding next to the seats in the Representative Assembly, we propose that at least four of them may be reserved for election through recognised associations. Though we are opposed to this mode of election for community representation, a relaxation of the rule seems to be justified, nay even inevitable, in the case of some of the minor communities included among the Depressed Classes, *viz.*, the Korachas, Koramas, Voddas and Lambanies. The number of Korachas and Koramas in the State is 28,900, of the Lambanis or Banajars 64,300 and of the Voddas 1,64,200. Some concession will have to be shown to these communities, not merely owing to their extreme backwardness and poverty, but also on account of the fact that their voting strength in any territorial constituency would not be sufficient to enable them to return even a single representative. They will have no representation whatsoever, unless some special provision is made for them. We therefore recommend that the system of election through associations may be continued for sometime to come in their case. One seat may be set apart for (*a*) Korachas and Koramas, (*b*) two for the Lambanis, and (*c*) one seat for Voddas, to be filled by election through registered associations formed for the purpose of furthering the interests of those communities. Our colleague, Mr. Paul Chinnappa, is in favour of granting two seats for Voddas and one seat for Lambanies. Mr. Imam wants two seats to be given to Voddas and two seats to Lambanies. The present rules governing the recognition of associations for purposes of election are suitable and may be continued. We wish to add that our proposal had the full and unqualified approval of nearly all the witnesses.

44. The other sub-communities among the Depressed Classes, as for instance, the *Balagai* and *Yedagai* sub-sects, have advanced claims for similar treatment. We are against the statutory recognition of such sub-divisions in a community, and we would not recommend a departure from the general rule already accepted by Government. In respect of the remaining 26 seats, the principle which we should like to see adopted has thus been stated by the

Government of Madras in the memorandum presented by them to the Indian Delimitation Committee.—"The Government consider that the reservation of seats for the members of the scheduled class should be made on the general principle that a seat should be reserved in the constituency in each district which contains the largest population of the scheduled class, with due regard to the total population of the constituency." The allocation according to the population of the Depressed Classes in the districts will give four seats each to the districts of Bangalore, Kolar and Mysore, three each to Tumkur and Chitaldrug and two each to Mandya, Hassan, Kadur and Shimoga.

45. Of the seats allotted to the districts of Bangalore and Mysore, we propose that one may be given to each of the cities of Bangalore and Mysore. It has been suggested to us that one seat may similarly be allotted to each of the headquarter towns of the districts, with a view to securing a higher type of personnel than the one elected from rural areas. We are, however, unable to agree to this suggestion, as we think that in the present stage of development of the Depressed Classes, there is hardly any difference between a member of that community elected from an urban constituency outside the cities of Bangalore and Mysore and one coming from a rural area. Further, from the information at our disposal it is found that the voting strength of the Depressed Classes in these towns is extremely meagre. Moreover, the allotment of seats to rural areas would secure the return of members representing a larger population. To take an example: if a seat is allotted to Hassan town, the member coming from that area will represent about 3,000 while if the same seat is allotted to Manjarabad rural, the member would represent a Depressed Class population of nearly 17,000. We would therefore allot all the seats, other than those given to the cities of Bangalore and Mysore, to rural areas. As on a strictly population basis, Shimoga gets two seats and Kolar four, we consider that we would be justified in giving some weightage to the *Malnad* area, and we recommend that one seat may be taken out of Kolar and assigned to Shimoga District. A list of the constituencies proposed by us is given in Appendix III. It is inevitable that in each district there must be two or three constituencies where a seat could not be reserved for the Depressed Classes, but it must be remembered that these,

with the same precentage of voting strength as that of the caste Hindus voters to their population, will have a vote in the general constituencies also.

46. As regards candidature, we suggest that the qualifications prescribed in the Government Order on Reforms may be modified as follows :—

(i) The literary qualification in the case of Depressed Class candidates shall, in the absence of any other qualification, be a pass in the S.S.L.C. Examination for the Representative Assembly ; and

(ii) the rule that an elector in any constituency can stand as a candidate only in that constituency should be modified in the case of the Depressed Classes, so as to allow an elector in any district to stand as a candidate for any Depressed Class constituency in that district.

47. We will now turn to another important matter connected with the Depressed Classes. The Reforms Committee was of opinion that the Depressed Classes would not be able, on the basis of the franchise qualifications suggested by it, to secure admission to the electoral rolls in numbers proportionate to their population, as they possessed neither the minimum property nor the minimum educational qualifications. The Committee therefore suggested that some form of differential franchise should be devised for levelling up the Depressed Class votes by enfranchising the same percentage of those Classes as that of the caste Hindus to their respective populational strength. It was not however possible for that Committee to say with any approach to accuracy what would be the total number of persons likely to be enfranchised under its proposals among caste Hindus and Depressed Classes. The Committee therefore suggested that the extent to which the franchise qualifications could be reduced in the case of the Depressed Classes in order to secure the desired percentage might be referred to another Committee. The Government accepted this recommendation, and have remitted the question for consideration by us. We are asked to formulate specific proposals in the matter.

48. Under the Reforms now sanctioned, no change is made in the existing qualifications of voters for the Legislative Council, except that the educational qualification of women has been reduced to a pass in the Secondary School Leaving Certificate Examination. In the case of the Representative Assembly, the property qualifications have been reduced from assessment to a land revenue of Rs. 25 to Rs. 15, the taxes under the Village Panchayet and Municipal Acts from Rs. 5 to Rs. 4, and the educational qualification from graduation to a pass in the Secondary School Leaving Certificate Examination in the case of men, and a pass in the Middle School Examination in the case of women.

49. From information received from the Deputy Commissioners we learn that the total number of persons likely to be enfranchised on the above qualifications among caste Hindus will be 1,37,000 for the Legislative Council and 2,35,000 for the Representative Assembly. The corresponding figures among the Depressed Classes will be 4,400 and 9,600, respectively. The percentage of enfranchisement among Depressed Classes thus appears to be very low. While the percentage of voters among caste Hindus will be five, the percentage of the Depressed Class voters to their population will be ·8 for the Representative Assembly. In the case of the Legislative Council, the percentage of enfranchisement among caste Hindus will be 2·9 and among the Depressed Classes ·3.

50. With a view to bridging this wide disparity in the level of the two votes, we considered a variety of proposals like (*a*) the enfranchisement of village servants, (*b*) pure literacy qualification, (*c*) the household unit scheme, and (*d*) the enfranchisement of wives of Depressed Class voters. We have taken into account the observations made on each of these proposals by the Indian Franchise Committee and considered their applicability to the conditions prevailing in the State. It appears to us that none of these proposals is so well suited to the conditions in Mysore as that of a reduction in the standard property qualification for achieving the desired end.

51. The Deputy Commissioners who were consulted in this matter have given us their views. There is

however no unanimity among them on this point. They suggest varying levels of reduction, ranging from an assessment to land revenue of Rs. 10 to Rs. 4, and from Rs. 2 to Re. 1 under village panchayet and municipal taxes for the Legislative Council. In the case of the Representative Assembly, their suggestions range from Rs. 5 to Rs. 2 under land revenue, and from Re. 1 to eight annas under village panchayet and municipal taxes. Those who propose a higher limit of taxation supplement it by the alternative qualification of bare literacy, while those who propose a lower taxation limit are of opinion that the reduction proposed by them is by itself sufficient without any supplemental qualfication, such as literacy, to raise the Depressed Class vote to the level of the caste Hindu vote.

52. We have given the matter our best consideration, in view of its great importance. It is essential to ensure that a proper balance is maintained between the two classes of votes, and that neither of them is rendered liable to be swamped by the other by a too great or too small reduction, as the case may be, in the standard franchise qualifications. We are unable to agree to the proposal for fixing a higher taxation limit, and supplementing it by bare literacy. There may be no insuperable administrative difficulty in the application of the qualification of bare literacy, but we think that the system is liable to grave abuse. We therefore hesitate to recommend the adoption of this qualification. We prefer the conservative but safer method of a reduction in the standard property qualification. We propose that in the case of the Depressed Classes assessment to land revenue may be fixed at Rs. 2, village panchayet and municipal taxes at eight annas, and in the two cities at Rs. 1-8-0 for the Representative Assembly. For the Legislative Council, assessment to land revenne may be fixed at Rs. 4, village panchayet and municipal taxes at Re. 1 and Rs. 1-8-0 in the two cities. We believe that this measure of reduction will raise the Depressed Class vote approximately to the level of the caste Hindu vote.

3. INDIAN CHRISTIANS.

53. The population of Indian Christians in the State is about 53,000 and is scattered in all parts of the State. The community has been enjoying the privilege of having five representatives on the Representative Assembly and one on the Legislative Council since 1923. This measure of representation has been continued under the Reforms, but while under the old scheme the representatives were returned by election through associations or by nomination by Government, they are now to be returned by direct election in territorial constituencies.

54. The large majority of witnesses, both Roman Catholic and Protestants, that appeared before us were for the continuance of the existing arrangement under which three Roman Catholics and two Protestants are selected to the Assembly and the seat in the Council goes by rotation. When they were informed by us that we could not under the terms of reference take note of the distinction between Roman Catholics and Protestants, or recommend to Government its statutory recognition, they stated that both sections of the community had come to a private agreement for the continuance of the existing arrangement, and that therefore the whole State may be constituted into one constituency both for the Assembly and the Council. One or two of the witnesses, however, seemed to think that the arrangement may not always be workable, but we are satisfied that it is the result of cordial agreement between the representatives of the two sections and that it has every likelihood of working satisfactorily. In such circumstances we are unwilling to recommend any course opposed to the views of the large majority of the representatives. Further, we are of opinion that of all the alternatives before us the formation of a single constituency is the best and most practicable arrangement for both the Representative Assembly and the Legislative Council. The voting in the case of elections to the Assembly may however be by the method of the cumulative vote, which would ensure a fair and equitable chance to both sections of the community according to their voting strength.

55. Our colleague, Mr. Mahomed Imam, is of opinion that the formation of a single constituency for the five Indian Christian seats in the Assembly would give an undue advantage to candidates residing in places like the cities of Bangalore and Mysore and Kolar Gold Field, where there is a large Christian population, shutting out the chances of candidates living in the moffusil being returned. He therefore suggests the organisation of five single member constituencies comprising of one or more districts, as has been proposed in the case of Muslims.

CHAPTER III.

Special Constituencies.

1. WOMEN.

56. The Reforms Committee recommended that 11 seats in the Representative Assembly and two in the Legislative Council should be reserved for women, and that all the seats should be filled by direct election through territorial constituencies specially formed for the purpose and consisting of women voters only. They further recommended that out of the 11 seats thus reserved in the Assembly, one seat each should be allotted to Depressed Class and Muslim women, the cities of Bangalore and Mysore forming a single constituency for those two seats.

57. These recommendations were accepted by Government with some modification in regard to the nature of the electorate. The relevant paragraph of the Government Order reads as follows :—

"Regarding the electorate for women, Government consider that for some time to come, it may be inconvenient for women to contest seats in general constituencies. They therefore accept the suggestion made by Sri K. D. Rukminiamma, the lady member on the Committee, that election for the women's seats may for some time to come be through specially formed associations in each district, except in the cities of Bangalore and Mysore where women may come through the general electorates."

58. It is evident from the paragraph quoted above that the method of election through associations is to be followed for the return of representatives for the women's seats, except in the cities of Bangalore and Mysore, where such representatives are to be chosen by direct election. The mode of election, *viz.*, whether it is to be direct or indirect, is determined by the locality of the constituencies, *viz.*, whether they are situated in the cities of Mysore and Bangalore or elsewhere. The two seats reserved for Muslim and Depressed Class women will be filled by

direct election, as the cities of Bangalore and Mysore will, as a result of the acceptance by Government of the recommendations of the Reforms Committee, form the constituency for those seats. It is only in respect of the remaining nine general seats that constituencies have to be determined by us, and if we suggest the allotment of any of these seats to either of the two cities, they will have to be filled, according to the terms of the Government Order by direct election, while if the constituencies for these seats are fixed elsewhere, they will be filled by indirect election.

59. A doubt has been raised as to whether it is not implicit in the Government Order on Reforms quoted above that one seat at least is allotted to each of the two cities. One of the lady witnesses who appeared before us pointed out that the exception made in respect of the cities of Bangalore and Mysore related only to the mode of election, and that there was no specific direction in the Government Order allotting a seat to each city. It was therefore urged by her that all the nine general seats should be filled by election through associations located elsewhere than in Bangalore and Mysore cities. The matter is not free from doubt, but inasmuch as the two seats on the Legislative Council are allotted to the cities of Bangalore and Mysore as recommended elsewhere, the fairest solution in the opinion of the Committee would be to allot the nine seats on the Assembly to each of the nine districts, Bangalore and Mysore cities being included within the respective districts. This, we think, will satisfy the claims urged by some of the witnesses who appeared before us on behalf of women in the rural areas.

60. As regards the electorate, the witnesses who came from the cities of Bangalore and Mysore, where direct election has been prescribed by Government, were, with two or three exceptions, strangely enough in favour of election through associations, while some of the witnesses coming from the districts, where the system of election through associations is to prevail, were opposed to such a system and expressed a strong preference for direct election. The anomalies arising under a system of election through associations, the competence of women in the mofussil to participate

in direct elections and their capacity to canvass over large territorial constituencies were urged upon us by the latter class of witnesses, and we were asked by them to place their views before Government.

61. We believe that our task is to proceed on the basis of election through associations, and to suggest what provision should be made for ensuring that recognition is accorded only to such associations as possess a minimum standard of stability and a fairly representative character. We propose that recognition may be accorded to associations—

(*a*) which have been registered under the Mysore Societies Registration Act at least six calendar months before the date fixed for the general election; and

(*b*) which have on their rolls a minimum number of 50 members, of whom 30 at least should not be subject to any of the disqualifications prescribed for voters in general.

62. It has not been possible for us to ascertain the exact number of associations in existence in each district. We learn that there are women's organisations functioning in almost all the districts, and that such of them as are unregistered, are taking steps to get registered now. It is probable that there may be two or more associations in a district, in which case we suggest that all of them should be joined together to form a single constituency for the return of the representative for the seat allotted to that district. Some difficulty will however arise if there are no associations at all in existence or no associations satisfying the conditions suggested by us above. It has been urged by a few witnesses that in such a case the seat allotted to that district may be transferred to another district in which there are associations functioning. This suggestion does not commend itself to us. We propose that in such a case the seat allotted to the district may be filled by direct election by women voters in the headquarter town of that district.

63. Turning now to the qualifications to be prescribed for admission to the electorate, we propose that in

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addition to membership of a recognised association, a person shall be qualified to vote if :—

(*a*) she is not subject to any of the disqualifications which may be prescribed for voters in general, and

(*b*) her name has been on the roll of the association for a period of six months before the date of the general election, and

(*c*) she has not kept her subscription in arrears.

No additional qualification need be prescribed for candidates, but the deposit amount required from them may be reduced to Rs. 25.

64. As regards the Legislative Council, two seats have been allotted to women. It has been suggested by the witnesses from the mofussil that the nine districts should be divided into two groups, and that one seat should be allotted to each group, to be elected by women voters of that group. On the other side, the witnesses from the cities of Bangalore and Mysore have urged that the two seats should be allotted to the two cities. It appears to us that a grouping of the districts would make the constituency too large for a woman candidate to canvass, and that it would not be possible for a member to maintain close and intimate contact over so large an area. Further, having regard to the fact that women living in the cities are more advanced in education, it seems to us better to form the cities as the constituencies for the seats in the Legislative Council where a higher type of personnel is required. We therefore propose that the two cities of Bangalore and Mysore may each be treated as a constituency for those two seats.

65. Our colleague, Dr. Paul Chinnappa, has raised the question whether Indian Christian women can participate in the elections for the seats reserved for women. Neither the Report of the Committee on Constitutional Reform nor the Order of Government on it furnishes a specific answer to this question. We have, therefore, to gather the intention of Government in this matter from such material as is available in these two documents. Out of the 11 seats reserved for women in the Representative Assembly, the Committee recommended the

reservation of two seats, one for the Muslim and the other for Harijan women, and did not make such reservation in the case of either the Indian Christian women or European women. The adoption of separate electorates for Muslims, Indian Christians and Europeans as in British India may lead to the inference on the analogy of what obtains in British India under the Government of India Act, 1935, that neither the Muslim nor the Indian Christian nor the European women can participate in the elections from "general constituencies" for women, for it is distinctly specified in the Government of India Act that "a general constituency" is one in which neither the Muslim nor the Indian Christian nor the European women can be allowed to vote. In British India also, as in Mysore, no separate seats for Indian Christian women or for European women has been set apart in any of the Provinces, except in Madras where one seat has been assigned to Indian Christian women. The reason for this omission apparently is that either because of the smallness of numbers or the comparatively advanced character of the women of these two communities, special representation of these women was not considered necessary. The Indian Delimitation Committee has pointed out in para 333 of their Report that such representation is intended to be of the nature of a temporary expedient, to remain only until women are able to come up educationally, economically and socially to the level of men.

66. Further, it is evident from the Government Order on Reforms that the seat reserved for Muslim women in the Assembly should be filled exclusively by women electors of that community. This provision establishes almost conclusively that in the case of women's constituencies also separate electorates are intended for Muslims, and therefore inferentially for Indian Christians also. It would therefore follow that Indian Christian women cannot be permitted to vote in the general constituencies intended for women. If this view is accepted as the correct interpretation of the Government's intentions in the matter, there will be no need for further action, as Indian Christian women should get whatever representation they are entitled to out of the five general seats allotted to them and available to both men and women. As however this question does not seem to have been specifically decided by Government, and there are no

express orders for the guidance of the Committe, we submit for the decision of Government the point raised by Dr. Paul Chinnappa, namely, whether Indian Christian women should be permitted to participate in the elections in the general constituencies for women or in the alternative they are to be given an additional seat in the Representative Assembly.

67. Dr. Chinnappa thinks there is one special circumstance which may be taken as somewhat militating against this view. He notices that for the representation of women on the Legislative Council, two seats have been provided with no reservation in respect of any community whatever. On the interpretation suggested above for the term " general constituency," neither the Muslim women, nor the Indian Christian women nor the European women would be permitted to take part in the election of the two women members on the Legislative Council. He does not know whether such a result is contemplated by Government. He therefore suggests two alternative solutions. Firstly, the Indian Christian women may be allowed to participate in the election of the nine members to the Representative Assembly and of the two members to the Legislative Council. This solution would obviate the need for any alteration of the allotment of seats already made by Government. The other alternative solution is that an additional seat may be allotted to the Indian Christian women out of the 15 seats reserved by Government for giving representation to " new interests " in the Representative Assembly.

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2. TRADE AND COMMERCE.

68. Trade and Commerce was hitherto represented by two members on the Representative Assembly and by one on the Legislative Council, and no independent representation was given to Industries. Under the Reforms, Trade and Commerce has been given one seat in the Representative Assembly and one in the Legislative Council, while "Industries" as such has been given representation for the first time and allotted two seats in the Representative Assembly.

69. The representation given to Trade and Commerce and other special interests is, as pointed out in the first chapter, functional in nature. The one organisation which, in our opinion, is competent to speak authoritatively on the commercial problems of the State is the Mysore Chamber of Commerce. It is true that there are several Trades Associations in the districts, as for instance, at Davangere, Shimoga, Mandya and Mysore. But these are local organisations serving the interests of the merchants living within their respective areas, while the Mysore Chamber of Commerce is an All-Mysore body organised on a State-wide basis. It has been functioning for twenty-three years, and represents nearly all the Trade and Commercial Interests, Industries, Banking, Insurance, Joint Stock Companies, etc. It represents the commercial interests of the State before the Government of Mysore as well as before the Government of India and functions in *liaison* with the other sister organisations in British India. The Chamber is a member of the Indian Federated Chambers of Commerce and of the International Chamber of Commerce. There is no other organisation in the State, whose activities are so wide and whose membership is so comprehensively representative in character as those of the Chamber. It has been given the privilege of returning the member representing Trade and Commerce on the Legislative Council for some years past. We recommend that this privilege may be continued and that the seat allotted for Trade and Commerce on the Legislative Council may be filled by election by the Chamber. Our colleague, Mr. Mahomed Imam, is not in favour of such exclusive allotment to the Chamber and

strongly urges that the constituency should be enlarged by the inclusion in it of members of the associations affiliated to the Chamber.

70. The question arises whether mere membership of the Chamber should by itself count as a sufficient qualification for admission to the electorate. This question was considered by the Indian Delimitation Committee, and they came to the conclusion that it was desirable to insist upon the possession of certain additional qualifications by members for participating in the election. There are good reasons why those qualifications should be made applicable to the Mysore Chamber of Commerce also, with such changes as may be called for by local conditions. We therefore recommend that the qualifications proposed by us in the following paragraphs should be possessed by members of the Chamber for admission to the electorate.

71. We have carefully gone through the list of members furnished to us by the courtesy of the Chamber. We find therein that almost all the commercial concerns owned and worked by the Government are represented on the Chamber by Government officials. Such officials should not be allowed to vote at the elections.

72. Secondly, we propose that only such members as are actively engaged in trade, commerce or industry should be given the vote. For, as the Indian Delimitation Committee pointed out, it is wrong in principle that persons who are not carrying on trade or commerce or industry should be allowed to vote at an election held for the return of a representative for that interest. "If the special electorate is to retain its essential character, it is of great importance to exclude from voting persons not actively engaged in trade or commerce or industry."

73. Thirdly, an elector should either reside or have a place of business within the State, excluding the Civil and Military Station, Bangalore. We observe that in the list of members of the Chamber there are several persons who have no place of business or residence within the State. We agree with the Indian Delimitation Committee that in the case of a seat in the State Legislature only such persons

as have a stake in the State should be allowed to take part in the returning of a representative. This principle is in accordance with the views of the Southborough Committee that "the regulation should contain a provision that the electors have a place of business within the province." A political right can only be exercised by a resident of the State.

74. Fourthly, we suggest that the elector should be a subscribing member of the Chamber for a period of at least one year previous to the date of election, and should have paid the subscription accrued due before the end of the previous financial year. This rule, appears to us, to be essential for restricting the election to *bona-fide* members of the Chamber, and for preventing the Chamber being flooded by new members at the time of the elections and for purposes of elections only.

75. Fifthly, we note that in British India a certain minimum financial qualification has been prescribed for electors. It has been laid down that in the case of incorporated companies, they should possess a paid-up capital of not less than one lakh of rupees, and that in the case of firms or individuals, they should have been in any one of the five income-tax years immediately preceding the preparation of the electoral roll, assessed to income-tax on an income of not less than Rs. 10,000 derived from trade and commerce. We have considered this matter in all its aspects. The witness who appeared before us on behalf of the Chamber characterised these qualifications which restricted the electorate as very regressive in character, and that they would help the wealthier merchants in making the electorate a close preserve for themselves. It has also been urged by him that it was undesirable to call for the income-tax returns of merchants, which in the interests of trade and commerce itself it was essential to preserve as strictly confidential documents.

76. We agree that there is force in these views. But the above rules were adopted in British India on the principle that "if the representation was to serve its purpose, it was necessary to check the entry into the electorate of men of doubtful financial standing or status." The adoption of this principle in the case of an All-Mysore body like the Chamber of Commerce appears to us to be as essential in Mysore as it was in British India. But we

think that the limit of financial qualification prescribed in British India would be too high for Mysore. We therefore suggest that in the case of incorporated companies, no limit need be placed on their paid-up capital, and that in the case of firms or individuals, it should be sufficient if they are assessed to income-tax on income derived from trade or commerce or industry in any one of the five income-tax years immediately preceding the preparation of the electoral roll. This would mean that members with a monthly income of Rs. 200 and above would be eligible to vote.

77. The question arises as to how the registering officer should ascertain whether the elector possesses the prescribed financial qualification. As pointed out by the Indian Delimitation Committee, neither the demand served upon him (the elector), nor the receipt granted to him at present discloses the head or categories of income which have been assessed to the tax. The Committee proposed that a rule should be enacted that income-tax authorities, if so desired by the assessee, should indicate on a receipt granted to him, the amount of income derived from trade and commerce or industry on which he has been assessed to income-tax. This recommendation was accepted and rules have been framed to give effect to it. We suggest the adoption of similar rules in Mysore.

78. In the case of affiliated associations, the Indian Delimitation Committee were of opinion that such associations *ex-hypothesi* were relatively less important bodies, possibly in some cases consisting of retail traders as distinguished from those engaged in wholesale business; and that a single affiliated body might so inflate its membership as to swamp the constituency as a whole. As a safeguard against such a possibility, the Committee recommended that no affiliated association should have more than one vote. We are in agreement with these observations, and suggest that an association affiliated to the Chamber should have only one vote. It will, of course, be open to any individual member of such an association, if he so desires, to become a member of the Chamber in his own right and thus obtain the right to vote. The qualifications suggested by us in the above paragraphs will not be applicable to the affiliated bodies, but such associations should, it is necessary, be situated within the

State, exclusive of the Civil and Military Station, Bangalore.

79. As regards the qualifications of candidates, we deem it unnecessary to prescribe any additional qualifications. We propose that every voter should be qualified to stand as a candidate. We further suggest that the Government should conduct the elections through its own officers, so as to ensure that the qualifications suggested by us for the franchise are duly enforced. The voting may be by post.

80. We proceed next to consider the question of the constituency for the seat reserved for Trade and Commerce in the Representative Assembly. Hitherto this interest had two seats in the Assembly; one of them has been allotted to the Chamber of Commerce since 1919, and the other to the Bangalore Grain Merchants' Association. They were filled by election respectively by members of those two bodies. Under the Reforms, only one seat is reserved for Trade and Commerce. Each of the two organisations now enjoying representation has strongly pressed upon us its individual claim for this seat, and asked us to allocate it exclusively to itself. Several mofussil trades associations like the Merchants Associations of Mandya, Davangere and Shimoga have also urged their claims to participate in the election of the member for this seat.

81. The Grain Merchants' Association, Bangalore, has gone a step further and suggested that the seat should be filled by election on a non-association basis, that is to say, by all merchants in the State paying an income-tax of Rs. 25 and above. We are unable to accept this suggestion, for as stated by us in an earlier part of this Report, the representation given to Trade and Commerce is functional in nature; and while there are several trades associations in the State, it seems to us wrong in principle to adopt a method of election at variance with this mode of representation—not to mention the administrative impracticability of the proposal under notice.

82. We think the claim advanced by the other sister organisations of the Chamber is an equitable one. There does not appear to be any over-powering reason why those

organisations should be denied an opportunity to participate in the election to the Representative Assembly as would be the case if the seat were allotted exclusively to either the Chamber of Commerce or the Grain Merchants' Association. As the seat for Trade and Commerce in the Legislative Council is allotted exclusively to the Chamber of Commerce, it is necessary to make some differentiation in the constituency for the same interest in the Representative Assembly, with a view to avoiding the anomaly of the same set of electors sending their representative to the two Chambers. These bodies (which are affiliated to the Chamber) represent different local and sectional interests like the cotton trade in Davangere, arecanut trade in Shimoga, wholesale business in Mysore and Bangalore, piece goods in Bangalore and so on, and may be in a better position than even the Chamber to bring to the notice of Government difficulties and grievances of particular trades and localities. We therefore propose that the constituency for this seat should be the Chamber of Commerce and its affiliated associations situated within the State, exclusive of the C. & M. Station, Bangalore. Our colleague, Mr. Mohamed Imam, is of opinion that this would restrict the constituency, and he therefore suggests that the constituency should include all registered trades associations whether they are affiliated to the Chamber or not.

83. The qualifications suggested by us in Paras 71 to 77 above shall apply *mutatis mutandis* to members of the affiliated bodies for admission to the electorate and such members shall, unlike the constituency for the Legislative Council, be qualified to vote in their own right, but a person who is, or a firm or Hindu joint family concern, or incorporated company or a corporation which is, a member of one or more associations as well as of the Chamber shall be qualified to be enrolled in the electoral roll of such one only of the associations or of the Chamber as he or it may elect. Further, we propose that the affiliated associations should have no votes in their corporate capacity. All the electors should be qualified to stand as candidates. The elections will be conducted by Government and postal voting may be adopted.

84. There remains the question as to who should be taken to be entitled to vote in cases where the

elector is not an individual, but a firm, a Hindu joint family, corporation or similar group of persons. The Indian Franchise Committee observe on this point that " frequent changes in the personnel, directors or managers may result in disenfranchising many firms at the time when an election takes place. It is suggested that the name of the firm should appear on the electoral roll, and that the firm should depute some one to act on its behalf in an electoral capacity." The Indian Delimitation Committee considered this question and made the following proposals for overcoming this difficulty :--

A firm or a Hindu joint family concern or an incorporated company or a corporation included in the electoral roll of the commerce constitutency, may nominate representatives, not exceeding three, who shall be entered in the electoral roll of such constituency as such representatives, any one of whom (but not more than one) shall be entitled to vote for such firm, Hindu joint family concern, incorporated company, or corporation.

Such representatives shall be—

(*a*) in the case of a firm or a Hindu joint family concern, any member thereof or a person authorised by a power of attorney or letter of procuration to sign its name in the ordinary course of business, and

(*b*) in the case of an incorporated company or a corporation, any director, managing agent, manager, or secretary thereof, or a person authorised on its behalf by a power of attorney or letter of procuration to sign its name in the ordinary course of business.

These proposals were accepted in British India, and rules have been framed thereunder the appropriate Order in Council to give effect to them. We recommend the adoption of similar rules.

85. In conclusion of this part of our Report, we wish to bring to the notice of Government that strong representations were made before us by witnesses from Davangere and Shimoga that the Chamber of Commerce, if it is to sustain its representative character, should attract more members from the mofussil by removing

existing difficulties in their way. It was stated that the subscription of Rs. 50 per annum was too high for such businessmen as they had to bear the expenses of a journey to Bangalore and back. The list of members of the Chamber discloses the fact that from outside Bangalore there are only five individual members and including firms and affiliated associations only 12 from the districts. Again, the representatives of the textile mills in Bangalore and Mysore stated that though theirs was the second largest industry in the State—next only to Gold mining—they were unable to have their representative elected to the Legislative Council from the Chamber even for a single term. It is not our concern to suggest changes in the internal working of the Chamber, but we are bound to state that so far as the election of a representative of Trade and Commerce to the Legislature of the State is concerned, the Chamber should take steps to facilitate the entry into it of a larger number of businessmen from outside Bangalore, and one such facility which the Chamber may provide would be the reduction of the annual subscription in the case of moffusil members, say, to Rs. 25, as suggested by the Davangere witness. The representatives of the textile mills in Bangalore and Mysore further asked that in view of the importance of their industry, the Chamber should be asked to observe a convention that for every alternative term a representative of the Mill industry should be elected to the Legislative Council. We feel that the Chamber should guard itself against giving room for the imputation of being a "close preserve." We asked the representative of the Chamber for his opinion on the suggestion of the mill industry, and he stated that the proposal of creating a convention whereby every interest represented by the Chamber would be given a chance of electing a representative to the Council would be duly considered.

3. INDUSTRIES.

86. Two seats are reserved for Industries in the Representative Assembly. With reference to these seats, it has been represented to us by the Mysore Chamber of Commerce that they should also be assigned to the Chamber, on the ground that most of the industries in the State were represented on the Chamber and there was no other recognised association of Industrialists in the State. We, however, think that such an assignment would frustrate the object aimed at, under the Reforms, in specifically allocating two seats for industries, which, in our opinion, was to secure the return for those seats of representatives of industries as such, in view of the large industrial expansion which the State has witnessed in recent years. The Chamber of Commerce is an All-Mysore organisation including within its membership not merely representatives of industries but of other interests as well. The very generality of the membership of the Chamber seems to us to render it difficult for that body to represent effectively all the different industries now in existence in the State. As has been well put in the joint memorandum submitted to us by the Bangalore Woollen, Cotton and Silk Mills, Ltd., the Mysore Spinning and Manufacturing Co., the Minerva Mills and the Sree Krishnarajendra Mills:—

"We agree that the Mysore Chamber of Commerce is the proper body to represent Trade and Commerce in general, but we do submit that it is not adequately qualified to represent the special interests of an organised major industry in the State like the Textile Industry. The Mysore Chamber of Commerce has got a large number of other interests to represent and it will not be possible for it to represent effectively the special interests of the Textile Industry."

87. The Chamber, however, assured us in its memorandum that, if the two seats were allocated to it, the Chamber would see to it that industrialists alone were returned for those seats. We fail to see how this could be legally secured, unless it be by means of electoral rules limiting candidature to industrialists alone. This appears to us to be a somewhat round-about method to attain the desired end. We therefore propose the establishment of independent special constituencies for Industries.

88. It may be noted that in some of the Provinces, such of the industries as are sufficiently well advanced to require special representation are given seats in the provincial legislatures independently of the provincial chambers of commerce. Thus in Bombay the textile industry is given two seats in the provincial Assembly to be filled by election by the two important centres of Bombay and Ahmedabad. Such representation is enjoyed by the industry along with the Bombay Chamber of Commerce and the Indian Merchants Chamber. Even in the central Assembly the textile industry enjoys representation independently of other commercial chambers. Similarly in Bengal the jute industry is given one seat independently of the other chambers of commerce in the Province.

89. Coming to the nature and class of industrial concerns to be included in the constituencies, it has been suggested that all industrial concerns should be taken into account and that all of them should have an opportunity of participating in the election for the return of the representatives of this interest. It has accordingly been proposed that while one seat may be allotted to organised factory-scale industries, the other should be given to minor and cottage industries. We are, however, unable to agree to such an allocation, as it seems to us to be impossible to organise a constituency for all minor and cottage industries in the State. It would in our opinion be much better to make the constituencies more manageable in size by including in them only such industrial concerns as have reached a particular standard of development. We think that the factory-scale is well suited for adoption, as it prescribes a reasonable standard and further is easy of application. Another suggestion which has been made in this connection is that even in the case of factories only such of them on which a sum to be recommended by us might have been invested should be admitted into the electorate. But we think that insistence on a financial qualification of this kind would unduly restrict the electorate. We propose therefore that industrial concerns which come under the purview of the Mysore Factories Act, excluding the industrial concerns owned by Government, should be qualified to be included in the constituencies that we propose. The total number of such factories in the

State, excluding the Government concerns, it may be noted, was 226 at the end of the year 1938-39. This does not include the Kolar Gold Field Mining Companies, as Mining interest has a separate seat allotted to it.

90. One industry which in our opinion requires separate representation is the Textile industry—by which we mean cotton, woollen and silk reeling, pressing, ginning, weaving, filature, etc., in other words, all concerns engaged in the manufacture of yarn and cloth from raw-materials. This industry has been established in the Mysore State for over a period of fifty years during which it has considerably expanded and progressed. The following details furnished to us by the courtesy of the five textile mills referred to in an earlier paragraph show to some extent what part this industry plays in the economic life of the State :—

		Rs.
Subscribed capital including debenture and mortgage loans.		1,14,61,421
Original value of building land, machinery and fixtures.		2,76,59,800
Number of spindles	1,65,876	
Number of looms	2,497	
Number of work-people ...	10,496	
Wages, salaries and bonus paid during the last year to employees.		25,84,000
Charges paid to Government of Mysore, for supply of electric energy and water.		6,52,000
Income-tax on salaries		10,300
*Estimated income and super-tax payable to Government of Mysore in a normal year.		83,000
Municipal taxes		19,000

91. The above figures, which relate to four of the five big textile mills in Bangalore and Mysore, indicate that next to the mining industry the textile industry is the most important in the State. In the circumstances, therefore, it seems to us to be reasonable to allot one of the seats reserved for Industries exclusively to the textile industry which is concentrated in the cities of Bangalore and Mysore and Davangere town. The other seat may be allotted to industries other than textiles in the five

* Excludes Sri Krishnarajendra Mills, Mysore.

industrial centres in the State, namely, the cities of Mysore and Bangalore, and Mandya, Bhadravathi and Davangere towns.

92. The constituencies for the two Industries seats, under our proposals, will be :—

(*a*) Textile factories other than those owned by Government situated in Mysore, Bangalore and Davangere; and

(*b*) Factories other than those owned by Government engaged in industries other than textiles situated in Mysore, Bangalore, Mandya, Bhadravati and Davangere.

93. As regards the composition of the electorate, we propose that the electors should be the proprietors of such factories, as are qualified to be included respectively in the two constituencies suggested by us, if such factories are owned by an individual, and that in the case of factories owned by corporations, firms, and Hindu joint families representatives deputed in this behalf in accordance with the proposals we have made in paragraph 84 in connection with the Trade and Commerce constituency. It has been suggested that candidature should be limited to representatives of factories, with a paid-up capital of Rs. 10 lakhs. This in our opinion would limit the choice of the elector to a small circle of six or seven persons, and we are distinctly opposed to the proposal. We propose that every voter should be qualified to stand as a candidate and that postal voting may be adopted.

94. In this connection, we wish to bring to the notice of Government, the need of giving some representation to the Hand-loom Weaving Industry in the State. This is one of the largest industries supporting nearly 22,000 families, consisting of 130,000 persons. It is suffering from several handicaps on account of the severe competition to which it is subjected at the hands of the more powerful power-loom factories and mills. We would recommend that an opportunity be given to this industry of representing its interests in the Representative Assembly. We have considered how best this could be secured. In view of the fact that persons carrying on this industry are scattered in all parts of the State, it is difficult to organise a constituency for them. We propose that a representative of this industry may be nominated by Government for one of the ten seats in the Representative Assembly reserved by them for nomination for special purposes.

4. LABOUR.

95. Labour is now represented on the Assembly by two members and on the Legislative Council by one, and all of them are nominated by Government. Under the Reforms, three seats have been allotted to this interest in the Assembly and two in the Legislative Council, and all the seats are to be filled by election.

96. We have considered the need of allotting at least one of these seats to agricultural labour, understanding by that term "the landless labourer or the farm servant who owns or rents no land and who is entirely dependent on the employer from whom he receives his wages." The Indian Franchise Committee who considered this problem in British India were of opinion that "however great may on many occasions be the divergence of interest and opinion between master and servant, the line of division, broadly speaking, between the ordinary agricultural labourer and the small tenant is less in India than might be thought to be the case, and that in many parts of the country both are, to a large degree, drawn from the same class." The Committee came to the conclusion that no provision for special representation of agricultural labour was necessary. We agree with the views of the Committee, and are of opinion that under the conditions which prevail in Mysore, which are more or less the same as in British India, no representation of agricultural labour is necessary or practicable. Moreover, agricultural labour will be adequately represented in our opinion on the electoral roll, since we have proposed a very low franchise for the Depressed Classes from whose ranks largely labour in the country-side is drawn. We therefore propose that all the seats may be allotted to industrial labour.

97. The representation of labour in British India is partly through trade unions and partly through special labour constituencies. In Mysore, as there are no trade unions, such representation will have to be wholly through special labour constituencies, the electorate being composed of workers in the five centres in the State where industrial labour is concentrated, namely, the cities of

Bangalore and Mysore, Kolar Gold Field, Mandya and Bhadravathi towns. Though constituencies of this type are not "an ideal solution of the problem," yet as pointed out by the Indian Franchise Committee, "they have the great merit of bringing together organised as well as unorganised labour." A few of the witnesses who appeared on behalf of labour urged upon us the claims of individual centres, and proposed the exclusive allotment of one or more seats to such centres, while the majority of the witnesses were in favour of securing representation to all the five centres by the distribution of all the seats allotted to labour among groups of one or more centres. We are in agreement with the latter class of witnesses, and think it important to accord representation to all the centres. We therefore propose the grouping of one or more localities for electoral purposes.

98. The one difficulty which we have to face in the formation of labour constituencies is the large potential electorate. There are a number of small industrial establishments employing labour, the inclusion of which in the constituencies would render it unmanageable in size. A limitation in regard to the class of industrial establishments which should be included in the constituency seems to us therefore essential. We propose therefore that only such factories as employ a labour force of at least one hundred should be brought within the constituency. Under our proposals, the constituencies will be as follows:—

A. Legislative Council.

(*i*) Factories situated in Bangalore city employing a labour force of not less than 100 and the Mines at Kolar Gold Field	One seat.
(*ii*) Factories situated in the city of Mysore, and Mandya and Bhadravati towns and employing a labour force of not less than 100	One seat.

B. Representative Assembly.

(*i*) Factories situated in Bangalore city employing a labour force of not less than 100	One seat.
(*ii*) Factories situated in Mysore city, Mandya and Bhadravathi towns	One seat.
(*iii*) Mines at K. G. F.	One seat.

99. The qualifications of electors for the Legislative Council should be employment in factories or mines, falling within the above constituencies, for a period of not less than 180 days (whether successive or not) in each of the three years previous to the date of the general election on a remuneration, whether rated daily or monthly, of Rs. 25 in the case of men, and Rs. 20 in the case of women but not exceeding in both cases Rs. 150. In the case of the Representative Assembly, the qualification will be the same with the difference that the remuneration in the case of men should be Rs. 15, and in the case of women Rs. 10. We would exclude the clerical, supervisory, recruiting and administrative staff in such factories as in British India. A person employed in a factory as clerk, typist, office superintendent, proof-reader, cashier, accountant, auditor, salesman, time-keeper, jobber, recruiting maistry, superintendent or manager or in any capacity of an allied nature should be deemed to be employed wholly or mainly in a clerical, supervisory, recruiting or administrative capacity. These qualifications, it may be noted, have had the approval of the majority of the witnesses who appeared before us.

100. As regards candidature, several witnesses have suggested a higher qualification than those prescribed for electors with a view to securing on the legislature a better type of personnel. We agree with them, and accordingly propose that an elector should be eligible to stand as a candidate for the Legislative Council if he is in receipt of a remuneration of at least Rs. 30 a month and has been in employment for a period of not less than 180 days (whether successive or not) during the five years before the date of the general election. In the case of the Representative Assembly, the qualification in regard to the period of employment will be the same as that for the Legislative Council, but the qualification in regard to remuneration may be reduced to Rs. 25 a month. The deposit to be required from candidates may be fixed at Rs. 25 in the case of both the Representative Assembly and the Legislative Council.

5. CO-OPERATION AND BANKING.

101. Co-operation was represented hitherto by two members, one of whom was elected by the Mysore Co-operative Institute, while the other was nominated by Government. Banking had no separate representation. Under the Reforms, Co-operation and Banking have been given one seat in the Representative Assembly.

102. The clubbing together of the two interests has been characterised by the witnesses who appeared before us on behalf of the Mysore Co-operative Institute and the Sind Shikarpur Bankers' Association as " strange and unnatural " for they urged that the aims and functions of the two interests are altogether different, nay sometimes even opposed to each other. The Bank of Mysore is also of the same opinion. We agree that there is force in this contention. We therefore suggest that the two interests may be separated and that, in exercise of the power reserved by the Government, under the Reforms, of increasing the strength of the Assembly by 15 more for giving representation to interests that may develop in future, one seat may be allotted exclusively for Banking.

103. If, however, this could not be done, we propose that the seat jointly allotted to the two interests may be allowed to be filled by each of them in rotation. As this arrangement would leave one of the interests unrepresented for four years, we suggest that a representative of such interest may be nominated by Government to one of the 10 seats reserved for nomination by Government for special purposes.

104. This proposal however involves the question of a suitable constituency for Banking. All the joint stock banks may be formed into a constituency, but this would leave out the important group of private bankers. We may expect however that a bankers' association consisting of joint stock banks and private indigenous bankers would soon come into existence, in which case it will form a suitable constituency for this interest.

105. The Mysore Co-operative Institute is now the constituency for the seat reserved for Co-operation, and we suggest that in future also it should serve the same purpose. We have considered the alternative of forming into a constituency all co-operative societies in the State with a paid-up capital of Rs. 10,000 and above or other suitable sum. But such a constituency would be unwieldy and unworkable as societies of this kind are found even in the remote corners of the State. The Co-operative Institute which is serving as a kind of federal institution wherein all types of societies are represented is, in our opinion, best fitted for recognition as a constituency. But we would suggest that the privilege of voting for the representative should be confined to member societies of the Institute and not to individual members, as the latter arrangement would give individual members residing in Bangalore an unfair advantage over the others. Our proposal would also be strictly in accordance with the federal character of the Institute. For election, postal voting may be adopted, the societies nominating not more than three representatives for recording the vote as in the case of the Trade and Commerce constituency.

Karnataka State Archives,
(Departmental Library)
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(ಇಲಾಖಾ ಗ್ರಂಥಾಲಯ)
ಪತ್ರಿಕೆ ಕ್ರಮಾಂಕ Accession No. 81
ದಿನಾಂಕ Date.....

6. PLANTING.

106. European and Indian Planting are now represented in the Assemby by two members both of whom are elected, respectively, by the Mysore Planters' Association and the Indian Planters' Association. In the Legislative Council, two seats are allotted to Planting and one of them is filled by election by owners of estates of not less than 50 acres under coffee, tea or cardamom or rubber. If the member elected by this constituency is not a European, a representative of the Mysore Planters' Association is nominated by Government, and if he is not an Indian, a similar nomination is made of a representative of the Indian Planters' Association. Under the Reforms, the same measure of representation is continued for the two interests, but all the representatives in both the Houses will have to be elected.

107. The witnesses who appeared before us on behalf of the Mysore Planters' Association and the Indian Planters' Association suggested that the representatives to the two Chambers should be elected by the respective Associations. We are, however, unable to agree to this suggestion. In the case of the Legislative Council, the representative of Planting is already being elected on a non-associational basis and the introduction of a system of election through associations would be a retrograde step. As regards the Representative Assembly, having regard to the fact that Planting is agricultural in nature and that the basis of representation is the holding of an estate, we think it more appropriate in this case also to have representation on a territorial basis.

108. Further, we do not see any reason why out of a very large electorate the franchise should be restricted only to persons who happen to be members of the Associations. In the case of the European Planting interest, we were informed that owners of about 20,700 acres were on the rolls of the Association and these no doubt represent a very large majority among European planters. But in the case of the Indian Planters' Association, the representative told us that they had a

total strength of 189, but we believe that the number of persons owning coffee land of 20 acres and above in the taluks of Manjarabad, Belur, Chikmagalur, Mudgere, Koppa, Tarikere, and Narasimharajpura sub-taluk should be several times this figure. We do not, therefore, see any reason or principle why this large number of voters should be deprived of representation in favour of a comparatively limited number who happen to be members of the Indian Planters' Association. It was urged by the representative of the European Planters that if their Association is deprived of the privilege it has exercised so long, it would be unable to hold the representative that may be elected responsible to the Association for his work in the legislature. But this result need not and perhaps will not follow. As pointed out by him, the bulk of the European voters are on the rolls of the Association, and if they nominate a candidate on behalf of the Association in the elections, no other candidate will have any chance of being returned against him. There is an additional reason why the European Association (The Mysore Planters' Association) is not suited to continue as a constituency for European planting. The representative of that Association told us that, though the large majority of the members were Europeans, there were now four Indian planters on its rolls and that at least one joint stock concern (whose nationality it would be legally difficult to determine) was also a member. For these reasons and also on the general principle which we have adopted of preferring territorial to functional representation, we suggest that the constituencies for the two interests should be on a territorial basis.

109. We propose that the seats allotted for European and Indian Planting in the Legislative Council may be filled by direct election respectively by European and Indian proprietors owning a minimum of 50 acres of land assessed to coffee assessment, and for the Representative Assembly a minimum of 20 acres. An elector may be qualified to stand as a candidate. The election should be under Government control.

7. MINING.

110. Gold Mining has been enjoying representation on the Assembly for a long time. Under the Reforms now sanctioned, this representation has been continued, and it has been given one seat in the Assembly. We propose that the constituency for this seat should be the Kolar Gold Field Mining Board, as at present.

111. In the case of the Legislative Council, the member representing "Mining" is nominated by Government at present, but in future such representation is to be by election. The representation reserved for "mining" on the Legislative Council does not appear to be restricted to Gold Mining, but to include also all other mining interests in the State. The other mining interests are, however, not of sufficient importance to justify inclusion in the constituency. The Gold Mining industry is the biggest mining industry in the State, as may be seen from the following table which shows the capital invested and the strength of labour employed by the Gold mining concerns :—

	Name of the company.	*Capital.*	*Labour employed No. of persons.*
		£	
1.	The Mysore Gold Mining Co., Ltd.	610,000	7,199
2.	The Champion Reefs Gold Mines of India, Ltd. ...	325,000	5,162
3.	The Oorgaum Gold Mining Co., Ltd	360,772	4,682
4.	The Nundydroog Mines, Ltd. ...	283,000	6,838
		1,578,772	23,881

112. The capital invested by the rest of the mining concerns in the State is distributed, we understand, over a number of small holdings. We therefore propose that the seat allotted for Mining in the Legislative Council may be assigned to the Kolar Gold Field Mining Board, to be filled by election by the Board itself.

113. This completes our work. It only remains for us to record our high appreciation of the services of the Secretary, Mr. M. K. Varadarajan, whose detailed knowledge of constitutional problems and procedure was of great value and help to us. The staff sent for duty under us worked willingly and with zeal.

BANGALORE,
30th January 1940.

S. HIRIANNAIYA,
Chairman.

M. K. VARADARAJAN,
Secretary.

J. MAHOMED IMAM.
K. D. RUKMINIAMMA.
S. PAUL CHINNAPPA.
R. CHENNIGARAMIAH.
T. RAMACHANDRA.
Members.

APPENDIX I.

LIST OF WITNESSES.

7th December 1939.

MUSLIMS.—

1. *Khan Bahadur* Mohamed Abbas Khan,
Member, Mysore Legislative Council, Sultanpet,
Bangalore City.
2. O. S. N. Sheriff, Esq., M.A., LL.B.,
Hon. Secretary, All Mysore State Muslim League,
Bangalore.
3. Abdur Rahmon, Esq., B.A.,
Bangalore.
4. G. S. Hameed, Esq.,
Coffee Planter, Gadabanahalli,
Chickmagalur.
5. C. Abdul Rahim, Esq.,
Vice-President, Municipal Council,
Chitaldrug.
6. Abdul Nabhi Khan, Esq.,
Member, Representative Assembly,
Tumkur.
7. *Najam-ut-Ujjar Haji* Mohamed Mustafa Sahib,
Member, Representative Assembly,
Kolar.
8. T. S. Ali Khan, Esq.,
Member, Representative Assembly,
Mysore.
9. H. Gulam Abid, Esq., B.A., B.L.,
Hon. Secretary, Anjuman-e-Islamia,
Shimoga.
10. K. Ibrahim Khan, Esq.,
Kirgaval.

8th December 1939.

INDIAN CHRISTIANS.—

11. *Rev.* Gersham,
Retired Pastor, Fort,
Kolar,

12. Arul Das, Esq.,
Wesley Press,
Mysore.

13. Y. Ponnaiya, Esq., B.A.,
Pleader,
Basavangudi.

14. *Rev.* P. Gurushanta,
Methodist Mission,
Davangere.

15. M. Joseph, Esq.,
Petrol Agent, Robertsonpet,
Kolar Gold Fiel

16. P. B. Sanjeeva Rao, Esq., B.A.,
Hon. Secretary, The Mysore
Protestant Christian Association,
Kalasipalyam,
Bangalore City.

9th December 1939.

DEPRESSED CLASSES.—

17. Mamballi Madiah, Esq.,
Member, Representative
Assembly, Mamballi,
Yelandur Taluk.

18. D. Govinda Das, Esq.,
Member, District Board,
Hassan.

19. Virappa, Esq.,
Adikarnataka Street,
Shimoga Town.

20. Kempurangiah, Esq.,
Hon. Secretary, Adikarnataka Sangha,
Bangalore.

21. Hanumanthappa, Esq.,
Member, Representative Assembly,
Nelamangala.

22. Yellappa, Esq.,
Hon. Secretary, Adijambava Abhivridhi Sangha,
Bangalore.

23. R. Gopalswamy Iyer, Esq.,
Member, Representative Assembly, Chamarajpet,
Bangalore City.

24. Jathare Naik, Esq.,
Member, Representative Assembly,
Babbur, Hiriyur,

25. Poosami, Esq.,
Sri Andal Motor Works,
Oorgaum, K. G. F.

26. Atada Ponniah, Esq.,
Doddasiddavvanahalli,
Chitaldrug Taluk.

27. K. Munivenkatappa, Esq.,
Member, Representative Assembly,
Kolar.

28. School Muniswamiah, Esq.,
Kelaginapete,
Kolar.

29. Puttananjappa, Esq.,
Santhemaranahalli,
Chamarajnagar Taluk.

30. Y. Gangadharaiya, Esq.,
Bangalore City.

31. J. Muthraj, Esq., S/o., Mr. Kurubettappa,
Adikarnataka Street,
Anekal.

32. Sakre Naik, Esq.,
(*Banajara Sangha, Chitaldrug*),
Bangalore City.

19th December 1939.

INDIAN CHRISTIAN.—

33. Sylvester Pais, Esq., B.A.,
Coffee Planter,
Chikmagalur.

DEPRESSED CLASSES.—

34. H. V. Kodandaramiah, Esq.,
Organiser of Backward Classes,
Arsikere.

35. Y. Kenchiah, Esq.,
Yeslurpet
Manjarabad Taluk.

LABOUR.—

36. O. V. Rajagopal, Esq.,
Member, District Board and General Contractor,
Kolar Gold Field.

37. Vajapeyam Venkatesiah, Esq.,
Member, Representative Assembly,
Bangalore.

38. Syed Abdullah, Esq.,
President, Mysore State Railway
Employees' Association,
Mysore.

39. R. V. Gurjale, Esq.,
Secretary, Deena Seva Sangha, Malleswaram,
Bangalore.

40. G. C. Eling, Esq., B.A.,
Secretary, Welfare Centre, Bangalore
Woollen, Cotton and Silk Mills, Ltd.,
Bangalore.

41. K. Narayanaswami, Esq.,
Welfare Centre, Bangalore Wollen,
Cotton and Silk Mills, Ltd.,
Bangalore.

42. K. Appu Kutti, Esq.,
C/o The Welfare Officer,
Mysore Iron and Steel Works,
Bhadravati.

43. Viswanatha Aradhya, Esq.,
Secretary, Labour Union,
Bhadravati.

20th December 1939.

WOMEN.—

44. Mrs. S. R. Mandyam,
Hon. Secretary, The All-Mysore
State Women's Conference,
Bangalore.

45. Mrs. Seshamma Singara Iyengar,
Member, District Board,
Chitaldrug.

46. *Lokasevaparayane* D. Sakamma.
Vice-President, District Board,
Mysore.

47. Mrs. Shantabai Savur,
Secretary, Mahila Samaja,
Chikmagalur.

48. Mrs. Shallamal Ramaswami Iyengar,
C/o H. P. Ranganathaiengar, Esq., B.A., LL.B.,
Naidu Street,
Chikmagalur.

49. Mrs. Kamalamma,
Inamdar, Malligawal,
Hassan.

50. Srimathi B. Bhagirathi Bai, B.A.,
C/o B. Krishna Rao, Esq., B.A., C.E., M.I.E., (Ind.),
Executive Engineer,
Mysore.

51. *Dharmaparayane* Alamma,
Member, Representative Assembly,
Mysore.

52. Sri Y. K. Amrita Bai,
Hon. Secretary, Bhagini Seva Samaj,
Mysore.

53. Mrs. Vedambal Venkatasubba Sastri,
Hon. Secretary, Mahila Samaja,
C/o Dr. K. N. V. Sastri, M.A., Ph.D., F.R.Hist. S.,
Chamarajapuram,
Mysore.

54. Mrs. Thanjamma Gopaliengar,
Hon. Secretary, Mysore State Womens' Conference,
(Mysore Branch).
C/o S. Gopaliengar, Esq., L.E.E.,
'Ranga Vilas,' Kantharaj Urs Road,
Mysore.

55. Miss Dwarakabai Kadambi,
Representative, Mahila Samaja,
"Kalanidhi," Malleswaram,
Bangalore

56. Mrs. C. R. Gowda,
Hon. President, Akka Mahadevi Sangha,
Bangalore City.

57. Mrs. A. S. R. Chari,
Lalbagh Road,
Bangalore City.

21st December 1939.

INDUSTRIES.—

58. The Managing Director,
The Bangalore Woollen,
Cotton and Silk Mills, Ltd.,
Bangalore.

59. The Managing Director,
The Maharaja Mills,
Bangalore City.

60. K. Shamshuddin Khan, Esq., B.A.,
Secretary, Mysore Silk Association,
Chennapatna.

BANKING.—

61. Seth Manamal,
Agent of the Firm of Seth Mangoomal Lunidasing,
Hon. President, The Sind Shikarpur
Bankers' Association,
Bangalore.

62. Ramnarayan Chellaram, Esq., B.A.,
Merchant,
Bangalore City.

TRADE AND COMMERCE.—

63. D. Ramaswamy Iyengar, Esq.,
Hon. Secretary, Merchants' Asso

64. M. Ramachandra Rao Sindia, Esq.,
Mercha
Bango

65. *Rajacharitavisharada Rao Saheb*
C. Hayavadana Rao, B.A., B.L.,
Member, Legislative Council
Hon. President, Mysore Ch ...*merce,*
Bangalore City.

66. S. K. Narasimhaiya, Esq.,
Hon. Secretary, Grain Merchants' Association,
Bangalore City.

67. B. G. Rajagopal Mudaliar, Esq.,
Licensed Electrical Contractors Association,
Bangalore City.

22nd December 1939.

INDUSTRIES.—

68. B. D. Viswanatha Rao, Esq.,
Secretary, The Mysore State Hand-loom
Weavers' Association, Dharzipet,
Bangalore City.

CO-OPERATION.—

69. A. N. Rama Rao, Esq., B.A., B.L.,
Hon. Secretary, The Mysore Co-operative Institute,
Bangalore City.

TRADE AND COMMERCE.—

70. O. Chennabasappa, Esq.,
Hon. President, Trades Association,
Davangere.

71. Bhupalam R. Chandrasekharayya, Esq., B.A.,
Member, Representative Assembly and
Merchants' Association,
Shimoga.

16th January 1940.

WOMEN.—

72. Mrs. Kamalabai Sirur,
Chitaldrug.

73. Mrs. R. D'Souza,
Member, Representative Assembly,
Bangalore.

74. Miss Manicka, B.A., L.T.
Assistant Mistress,
London Mission Girls' High School,
Bangalore City.

75. Mrs. Shantaveera,
Bangalore City.

TRADE AND COMMERCE.—

76. B. Venkataramiah, Esq.,
Hon. Vice-President, Cotton Market Committee,
Chitaldrug.

PLANTING.—

77. A. Hill, Esq.,
Representative, European Planters' Association,
Belur, Hassan District.

78. Sylvester Pais, Esq., B.A.,
Representative, Indian Planters' Association,
Chikmagalur.

APPENDIX II.

CONSTITUENCIES FOR MUSLIMS.

Part I—Legislative Council.

Electorate	Area in sq. miles	Muslim population	Seats allotted
1. Bangalore District including Bangalore City.	2,934·23	80,100	1
2. Kadur and Shimoga Districts ...	6,819·02	60,400	1
3. Chitaldrug and Tumkur Districts ...	8,231·26	81,200	1
4. Mysore District including Mysore City, and Mandya and Hassan Districts.	8,044·52	82,700	1
5. Kolar District including Kolar Gold Field.	3,191·16	65,500	1
Total ...	...	...	5

Part II—Representative Assembly.

	Electorate*	Muslim population	Seats allotted
	BANGALORE DISTRICT.		
1.	Bangalore City	19,800	2
2.	Bangalore and Closepet Taluks*	15,200	1
3.	Hoskote, Devanhalli and Anekal Taluks ...	13,500	1
4.	Dodballapur, Nelamangala and Magadi Taluks ...	16,600	1
5.	Channapatna and Kankanhalli Taluks ...	15,000	1
	KOLAR DISTRICT.		
6.	Kolar Gold Field Sanitary Board Area and Bowringpet Taluk.	12,800	1
7.	Kolar and Malur Taluks	16,000	1
8.	Mulbagal, Srinivaspur and Chintamani Taluks	19,800	1
9.	Sidlaghatta, Chikballapur, Goribidnur, Bagepalli Taluks and Gudibanda Sub-Taluk.	16,900	1
	TUMKUR DISTRICT.		
10.	Tumkur and Kunigal Taluks	18,200	1
11.	Madhugiri, Koratagere, Sira and Pavagada Taluks	13,200	1
12.	Gubbi, Tiptur, Chiknaikanhalli and Turuvkere Taluks.	13,000	1
	MYSORE DISTRICT.		
13.	Mysore City	17,800	2
14.	Mysore, Krishnarajnagar, Hunsur and Heggaddevankote Taluks and Periapatna Sub-Taluk.	12,300	1
15.	Gundlupet, Chamarajnagar, Nanjangud and T.-Narsipur Taluks and Yelandur Jahgir.	14,200	1
	MANDYA DISTRICT.		
16.	Seringapatam, French-Rocks, Krishnarajpet and Nagamangala Taluks.	10,700	1
17.	Mandya, Malvalli and Maddur Taluks ...	8,400	1
	HASSAN DISTRICT.		
18.	Hassan, Saklespur and Belur Taluks and Alur Sub-Taluk.	10,200	1
19.	Arsikere, Channarayapatna, Hole-Narsipur and Arkalgud Taluks.	11,300	1

*Town Municipal areas, except Shimoga and Bhadravati are included in the respective taluks.

APPENDIX II.—*concld.*

	Electorate	Muslim population	Seats allotted
	SHIMOGA DISTRICT.		
20.	Shimoga and Bhadravati Towns ...	5,800	1
21.	Shimoga and Thirthahalli Taluks, and Kumsi Sub-Taluk.	11,100	1
22.	Chennagiri, Honnali and Shikarpur Taluks ...	17,700	1
23.	Sagar, Nagar and Sorab Taluks ...	7,300	1
	KADUR DISTRICT.		
24.	Chikmagalur and Mudgere Taluks ...	9,100	1
25.	Kadur, Tarikere and Koppa Taluks, Narasimharajpura Sub-Taluk and Sringeri Jahgir.	10,300	1
	CHITALDRUG DISTRICT.		
26.	Jagalur, Molakalmuru and Challakere Taluks ...	10,100	1
27.	Chitaldrug, Hosdurga and Hiriyur Taluks ...	14,400	1
28.	Davangere and Holalkere Taluks and Harihar Sub-Taluk.	14,000	1
	Total ...	...	30

APPENDIX III.

Constituencies for the Depressed Class seats in the Representative Assembly.

District	Constituency*	Total population	Depressed class population	No. of seats
Bangalore ...	1 Bangalore City ...	1,72,357	14,922	1
	2 Hoskote Rural* ...	18,934	19,020	1
	3 Nelamangala Rural ...	78,460	18,152	1
	4 Kankanhalli Rural ...	1,14,470	20,813	1
Kolar ...	5 Kolar Rural ...	78,358	21,066	1
	6 Goribidnur Rural ...	1,01,594	20,726	1
	7 K. G. F. Sanitary ... Board Area ...	85,103	37,146	1
Tumkur ...	8 Tumkur Rural ...	1,09,719	22,212	1
	9 Madhugiri Rural ...	90,663	17,823	1
	10 Pavagada Rural ...	72,766	16,812	1
Mysore ...	11 Mysore City ...	1,07,142	10,134	1
	12 Chamarajnagar Rural ...	1,22,587	25,336	1
	13 Nanjangud Rural ...	1,19,730	25,646	1
	14 T.-Narsipur Rural ...	1,03,424	22,721	1
Chitaldrug ...	15 Chitaldrug Rural ...	97,536	21,649	1
	16 Challakere Rural ...	94,605	18,291	1
	17 Holalkere Rural ...	73,782	16,331	1[1]
Mandya ...	18 Mandya Rural ...	1,50,339	21,151	1
	19 Malvalli Rural ...	1,23,082	25,504	1
Hassan ...	20 Manjarabad Rural ...	50,570	16,914	1
	21 Belur Rural ..	67,923	20,044	1
Shimoga ...	22 Shimoga Rural ...	65,681	18,359	1
	23 Sorab Rural ...	58,949	11,319	1
	24 Honnali Rural ...	70,449	12,119	1
Kadur ...	25 Chikmagalur Rural ...	67,867	21,853	1
	26 Mudgere Rural ...	45,856	16,920	1

1 Mr. Mahomed Imam, is in favour of allotting the seat to Davanagere rural or Davanagere urban instead of Holalkere.

* Town Municipal areas are included in the respective rural constituencies.

GOVERNMENT OF HIS HIGHNESS THE MAHARAJA OF MYSORE.

GENERAL AND REVENUE DEPARTMENTS.

READ—

Government Order No. 1849-900—C. B. 58-39-1, dated the 6th November 1939, passing orders on the Report of the Committee on Constitutional Reform in Mysore.

ORDER NO. 2182-91—C. B. 58-39-3, DATED BANGALORE, THE 17TH NOVEMBER 1939.

The Committee on Constitutional Reform in Mysore had recommended the appointment of a Committee for the purpose of making recommendations regarding the delimitation of constituencies for the seats proposed by it to be reserved for certain special interests and minority communities in the Representative Assembly and the Legislative Council. This recommendation having been accepted by Government, they are now pleased to direct the appointment of a Committee consisting of the following:—

1. *Rajasevasakta* S. Hiriannaiya, M.A., B.L., (*Chairman*).
2. Mr. J. Mahomed Imam, B.A., B.L., M.L.C.
3. *Lokasevaparayane* K. D. Rukminiamma, B.A., M.R.A.
4. Mr. R. Chennigaramiah, M.L.C.
5. Mr. T. Ramachandra, M.L.C.
6. Dr. Paul Chinnappa, M.A., Ph.D.
7. Mr. M. K. Varadarajan, M.A., B.L., (*Secretary*).

2. The Committee is requested to formulate specific proposals with regard to—

(*a*) the nature and location of the constituencies to be established for the return of representatives of all special interests to which seats have been allotted in the Representative Assembly and the Legislative Council, other than Muslim and Harijan women in the Representative Assembly, and the University in the Representative Assembly and the Legislative Council;

(*b*) the qualifications of voters, the conduct of elections, and the qualifications necessary for candidature, for all special interests in both Houses other than Women and the University;

(*c*) the delimitation of constituencies for the seats reserved for Muslim, Depressed Classes and Indian Christians in the Representative Assembly and the Legislative Council:

(*d*) the extent to which the franchise qualifications could be reduced in the case of the Depressed Classes, *viz.*, Adikarnatakas Adidravidas, Lambanis (Banajaras), Voddas, Korachas, Koramas Hill Tribes and Animists, in order to secure the enfranchisement in those classes approximately the same percentage of population as is enfranchised among caste Hindus.

3. *The Committee will meet at Bangalore, and submit its report before the end of December 1939.

C. SUBRAHMANYA AIYAR,
Secretary to Government,
Law Department.

*Subsequently extended to the end of January 1940.